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# COMMITTEE REPORTS

## REGION 6

APPROVED BY THE PORTLAND MEETING

*of*

FOREST SUPERVISORS

and

COMMENTS BY THE  
REGIONAL FORESTER



MEETING HELD IN PORTLAND, OREGON  
FROM NOVEMBER 30 TO DECEMBER 12, 1931

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## FOREWORD

Report of the meeting of Region 6 Forest Supervisors follows:

The comments made on the various questions discussed have been brief and fail in many cases to specifically note the general excellent statements and forward-looking attitude and results in development of policies. The meeting to an exceptional degree resulted in unifying Regional thought on many questions now to the fore in our program in developing Regional policies.

We were necessarily hampered in these developments by the fact that no previous meeting for office discussion of policies has been held in the Region for six years.

The reports in general are well worded to develop the thought in mind. To use them as a foundation stone in our administration for the next few years, each officer should study them and systematically note and plan for carrying out the various policies and procedure.

C. J. BUCK,  
*Regional Forester.*

O  
SPECIAL  
SUPERVISORS' MEETING

Portland, Oregon  
November 2, 1931.

*Forest Supervisor,*  
*Dear Sir:*

Enclosed is program of the Supervisors' meeting which will convene in Portland on November 30.

You will notice that it has been prepared to develop Regional policies in many troublesome matters affecting all lines of our work. We shall not, however, confine the conference exclusively to these subjects but cover other important Regional policies and practices. We will convene for the first general session at 9 a. m. November 30, when the purpose and what we hope to accomplish will be outlined. After a general discussion, we will break up and various committees will start work. Separate committee rooms will be arranged for, probably in some hotel, and the various committees can make their headquarters at these rooms.

The job of each committee will be, first, to fix upon the situations needing consideration within the field assigned to it by assembling and digesting significant and helpful facts. Each committee will have authority to call upon any member of the Regional office or of the Experiment Station for information, advice or assistance on any of the problems involved. Each chairman will be expected to take up any angle of this subject which he considers important. At once after the completion of any committee report on a correlated group of the subjects assigned to it, it will be the duty of the chairman of the committee to present copies to each supervisor and to take up the report before the general meeting.

I shall ask Mr. Weigle to call the chairmen of the committees together from time to time as may be necessary to correlate their work that there may be a maximum of participation of the supervisors in the work of each committee with as little interference as possible with the work of other committees.

As final committee reports are developed, the whole group will be called together to give them consideration or if desirable the whole group can be called together for a consideration of preliminary developments of a subject. I shall also plan to arrange for a few general talks, such as on the forest highway work, the Forest Resource Survey, transportation and fire protection planning, recent radio developments, and such other topics as can best be handled in this way.

In case the committee chairmen desire any advance work done in this office or assistance given, please let me know that the material may be ready.

An attempt will be made to secure reduced hotel rates and you will be advised later covering such arrangements.

The committee assignments will be found on the attached sheet.

Very truly yours,

C. J. BUCK,  
*Regional Forester.*

## COMMITTEES

### FOREST SUPERVISORS' MEETING

Portland, Oregon

November 30 to December 10, 1931.

Weigle, in charge interrelations all committees, cooperation by Regional office, etc.

#### *Forest Management and Research*

Plumb, chairman; Bruckart, Rankin, Furst and Weigle.

#### *Range Management*

Irwin, chairman; Brown, Furst, Harriman and Harris.

#### *Operation*

Neal, chairman; Brown, Ewing, Pagter and Sherrard.

#### *Fire Control*

Thompson, chairman; Campbell, Fenby, Harpham and Mitchell.

#### *Lands and Public Relations*

Kuhns, chairman; Moir, Hall, Harpham, Shelley and Sherrard.

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## OPERATION

COMMITTEE: Neal, chairman; Brown, Ewing, Pagter and Sherrard.

### PERSONNEL MANAGEMENT

#### TOPIC 1.—TRANSFERS.

(a) *Many district rangers are reported by supervisors to be handicapped because they have been raised and worked all their lives in one locality and it is usually difficult for them to fully represent Uncle Sam's interest in their surroundings. What personnel policies should be followed to care for such situations; first, as to new appointees; second, as to present district rangers?*

A district ranger who cannot redeem his responsibilities in the locality in which he was raised simply because he was raised and has worked all of his life there, ordinarily would not succeed in a similar position elsewhere. There may be cases in which unusual circumstances would make his attainment of success more difficult or even impossible. Unless such unusual circumstances exist transfers should not be made for this reason alone.

This policy should similarly apply to new appointees unless the broadening effect of wider experience is considered.

#### COMMENT:

Approved.

C. J. B.

## TOPIC 2.—TRAINING.

(a) *What should be done to secure the best type of men for the guard force? By the Supervisor? By the District Ranger?*

The question of securing the best type of men for the guard force is well answered on page 39A of the National Forest Manual.

“The recruiting of guards may be delegated, in whole or in part, to the district rangers, but the supervisor should know intimately the kind of men who are being recruited for guard work, and whether they are the best that can be secured under the circumstances. The recruiting of guards is not a job to be done 30 days or less before the fire season. It should instead be a yearlong process of searching for and keeping in touch with the best men. When the supervisor, because of the wider range of his work, has opportunities for selection of guards which are better than those of district rangers, those opportunities must not be neglected.”

The employment of a proper proportion of forest-school students is desirable in order that eligibles for yearlong positions may have had experience as short-term men. Forest-school students fill many such positions very satisfactorily.

COMMENT:

Approved.

C. J. B.

(b) *Should simple oral or written examinations or both be given? Should physical examinations be required?*

With the exception of eye tests for lookouts, oral, written, or physical examinations of short-term men should be optional with the supervisor.

COMMENT:

Approved.

C. J. B.

(c) *What should be done to assure proper training on the job by the Supervisor? By the district ranger?*

Part 3 of the ranger's work plan should provide for a systematic follow-up training and inspection of each member of his short-term force at adequate intervals.

The reminder list on pages 96 and 97 of the Handbook for the Short Term Protective Organization should be followed to insure adequate intensity of follow-up training.

The supervisor or his qualified assistant will inspect all new members of the protective force once during the season and likewise approximately 50% of the members previously employed as required on page 4 of the Administrative Handbook. It is the function of the supervisor and his staff to inspect the ranger and to judge him by the results secured. For this reason inspection of short-term men by representatives of the supervisor's office should ordinarily be made in company with the ranger and as inspections of the ranger.



COMMENT:

Approved.

C. J. B.

(d) *How can members of the supervisor's office be trained, by the Regional office? By the supervisor?*

The Regional Office should train members of the supervisor's staff by inspectional contacts; special training being given each by men assigned to similar work in their respective branches. Details to the Regional Office, meetings and training courses in training camps offer opportunities along this line. Handbooks in all activities, properly indexed and currently revised, as well as indexed lists of references to currently effective orders and instructions should also be provided as means of training.

Members of the supervisor's office should be trained by the supervisor through conferences, meetings, individual training and inspectional contacts. Special assignments to broaden men should be made. Insofar as possible, the supervisor should give or see that broad training in all activities is given to those capable of advancement.

COMMENT:

Approved.

C. J. B.

(e) *How should we determine the best type of ranger districts for training purposes?*

The best type of ranger district for training purposes should be determined by giving consideration to the following factors.

1. The activities on such a ranger district should be well balanced and insofar as possible should all be represented.

2. The ranger in charge should not only be a competent trainer capable of handling the work of the district but should also have a sympathetic attitude toward training.

3. The volume of work in the ranger district should be sufficiently large to justify a trainee assistant.

COMMENT:

Approved.

C. J. B.

(f) *Which men should be put through the Wind River training camp for district rangers?*

All present or prospective district rangers should be put through the Wind River training camp for district rangers. Junior Foresters and others not as yet assigned to ranger districts but who are expected to later secure training on a district, even though there is no immediate prospect of such an assignment, should be put through this camp as early in the period of their employment as possible.

COMMENT:

Approved.

C. J. B.

(g) *Should a specialized training course be developed for training men in charge of the guard training camps?*

A specialized training course should be developed for training men who are to have charge of guard training camps.

Each supervisor should designate one member of his force to receive such training before the beginning of the 1932 field season.

COMMENT:

Approved, funds permitting.

C. J. B.

### TOPIC 3.—PROBATIONAL EMPLOYEES.

*New employees are shown particular attention by private industry when first entering on duty to make their entry into the organization easy and to give them the best chance of success in their new job.*

(a) *Is the Region justified in establishing similar procedure for new appointees from the clerical, junior forester and ranger eligible lists? If so, what should the scheme comprise for: (1) clerks; (2) technical men; (3) other field men; (4) What should the supervisor do? (5) What should the ranger do?*

New appointees should be given particular attention when entering on duty. The supervisor should explain to each the organization and the appointees place in the organization, as well as the opportunities for advancement; should give him a clear-cut statement of the nature and scope of his duties and responsibilities, of the general standard of performance expected, of the standards of personal conduct to be observed, of the objectives to be sought and should refer each to the "Terms of Service" on page 41 and 42A of the National Forest Manual. No uncertainty should remain as to these matters, nor as to who will provide further detailed instruction and direction.

1. The supervisor, preferably, or if necessary his representative should conduct the new chief clerk on sufficient field trips to have visited all ranger headquarters and other important centers of work so that he may be able to visualize more accurately conditions on the Forest. The supervisor should see that each of his staff men acquaints the new clerk with the office problems of his various activities and that the clerical demands of all are properly correlated.

Other clerks should be given a short talk by the supervisor along the above lines and should then be referred to the chief clerk.

2, 3, 4, and 5. A technical or other field man should be given an outline of his responsibilities by the supervisor in the presence of the officer who will direct his work and who will accompany him on trips comparable to those outlined for chief clerks.

Persons transferred should be given similar attention.

A new appointee should not be given more instruction than he can absorb without becoming confused, and should ordinarily be given a thorough opportunity to observe and to adjust himself to the new conditions before becoming a producer. After this has been done the probationer must demonstrate his ability and willingness to do the work. The burden of proof is on him and he should not be given permanent appointment unless he has done so.

## COMMENT:

Approved. Compliance with these recommendations will certainly be to the interests of the probationer as well as the Service.

C. J. B.

(b) *Do the administrative men responsible for handling and reporting upon assistants under probational appointment realize their responsibilities both to the Service and to the individuals?*

(c) *Would it be desirable to keep this responsibility before the proper officer by requiring periodic reports in sufficient detail to permit intelligent review by supervisors?*

(d) *What procedure should be followed by the district ranger in following the progress of the probationer? By the supervisor?*

(e) *What facts should the supervisor have before reporting to the Regional office on the probationer?*

The responsibility of reporting to the supervisor upon assistants under probational appointment is recognized and should be kept before the proper officer by the requirement of periodic reports. These reports should be required: In the case of clerks at the end of the first, third, and fifth months; in the case of rangers and field men at the end of the third; fifth, seventh, ninth, and eleventh months. These reports should relate specific incidents bringing out both the good and the bad features of the probationer's work in as many activities as possible. They should be in sufficient detail to permit of intelligent review by the supervisor or other responsible officer, and should include data secured by the ranger and other officers in all contacts with the probationer rather than those occasioned by training and inspections alone. It is especially important that the ranger's reports be verified by the supervisor and that he thoroughly inspect the work of the probationer before submitting his final report. In any event he should know the probationer's standing in the following elements:

His interest in his work, loyalty.

Industry.

Execution—perseverance—thoroughness.

Organizing ability—orderliness.

Cooperativeness.

Adaptability.

Initiative—aggressiveness

Personality

Common sense

Personal conduct

Accuracy

Physical ability

No supervisor should be required to finally report upon the services of a probationer without having had a reasonable opportunity to judge him, and under typical working conditions. Where a probationer has been transferred during the period of his probation or where seasonal or other unavoidable obstacles have intervened, the supervisor should be granted an extension in the probationary period of not more than three months in



the case of an office employee and not more than six months in that of a field man.

COMMENT:

Approved with the exception of the recommendation for the extension of the probationary period. This matter will be presented to the Forester with the recommendation that authority be secured from the C. S. Commission to extend the period of probationary appointment in exceptional cases of the kind referred to.

The report presents an excellent line-up on an important personnel matter.

C. J. B.

(f) *Is the proper handling of probationers, considering that from their ranks come those who advance to higher positions, sufficiently important in the case of field appointees to warrant making changes in district ranger personnel to get the right type of men to handle them?*

The proper handling of probationers is of sufficient importance to warrant making changes in district ranger personnel to get the right type of men to train them.

COMMENT:

Approved. The initiative for the action recommended must necessarily be taken by the supervisor.

C. J. B.

TOPIC 4.—UNFIT EMPLOYEES.

*A review of personnel cases of the past would doubtless indicate the following reasons for failure to meet the demands of their jobs:*

- Lack of moral fibre or standards;*
- Lack of intelligence (ability);*
- Lack of training;*
- Difficulties of social or official contacts.*

*In the first case, the solution involves no problem other than the collection of facts. Any man lacking in honesty or principle or who fails to appreciate the ideals of the organization has no place in it. There arises however, under the other problems of varying gravity requiring clear thinking and wise action for just solution.*

(a) *What methods exist and should be followed to prevent failure on the part of those capable of handling their jobs but who show tendency toward slipping?*

(b) *What are the symptoms of failure: What mediums exist for their determination?*

(c) *What steps should be taken by the supervisor to prevent individuals from getting into ruts? By the Regional office?*

Symptoms of personnel failure are:

- (1) A more or less unconscious unwillingness to recognize and redeem responsibility.

- (2) Indifference to the policies of the management.
- (3) Loss of interest in the work, of confidence in the policies. Lack of competitive spirit or loyalty.
- (4) Too ready willingness to delegate responsibility without adequate follow-up.
- (5) Inability to organize the increased volume of work. These symptoms may be determined by:
  - (1) Adequate contact and inspection.
  - (2) Considering the individual's knowledge and attitude during the preparation of his work plan.
  - (3) Study of his accomplishment record and diary.
  - (4) Study of his reports, the promptness of their submission and their completeness.

Failure of employees who are capable of handling their jobs but who show signs of slipping may be prevented by:

- (1) A manifestation of interest in the employee and his work through more frequent contacts. Frank appreciation and constructive criticism should be expressed.
- (2) Use of Administrative Work Plans which indicate the amount of work the officers can reasonably be expected to do, the priorities of the jobs and the procedure for doing them; current review of follow up reports.
- (3) Prompt recognition of unsatisfactory performance with remedial action equally prompt.
- (4) Details and special assignments to provide a broader viewpoint and opportunities for comparison.
- (5) Group meetings, including training camps, of rangers, fire assistants, clerks, etc.
- (6) Preventing disappointment over delayed promotions by studiously avoiding the encouragement of hopes which may not be quickly realized.
- (7) Tactful and sympathetic assistance during periods of extraordinary strain either in connection with official or personal matters.

#### COMMENT:

An excellent statement and heartily endorsed.

C. J. B.

(d) *Is it possible to devise ways whereby lack of social contacts can be ameliorated?*

It is recognized that some supervisor's and district ranger's headquarters offer limited social and educational advantages. Consequently any officer's obligations to his family should be considered in making transfers and in filling vacancies. Separate summer and winter headquarters for district rangers will sometimes remedy the situation.

Lack of social contacts can and should be ameliorated to some extent

by cooperative efforts on the part of all members of the Forest organization.

COMMENT:

Approved.

C. J. B.

(e) *The mediocre man who barely gets by, usually falls into one of two classes—unintelligent or indolent. Should an inspection of his work vary in type from that of the man who is handling his job properly? If so, in what respects? Should a plan be set up for his development, recognizing that a failure on his part must result in separation?*

Mediocre men who barely get by because of unintelligence or indolence should be eliminated from the organization, since such positions as they can fill acceptably are needed for training purposes and it is not the responsibility of the Forest Service to develop such men or of their superior officers to do their work for them. Such men are not entitled to any more training than the men who are handling their jobs properly, but their superior officers must inspect them more closely in order to redeem their own responsibilities.

COMMENT:

Approved.

C. J. B.

(f) *It must be conceded that failure to make good may be largely due to inadequate training, or improper instruction. Are we inclined to blame a subordinate for being dumb or indolent when the fault is ours for not clearly defining responsibilities or for not taking sufficient trouble to teach properly where teaching was necessary? What steps should be taken to assure ourselves faulty training is not responsible?*

In order to assure ourselves that faulty training or instruction is not responsible for unsatisfactory performance we should:

(1) Analyze the jobs not satisfactorily performed and determine the factors contributing to the unsatisfactory condition.

(2) Make sure that these same factors cannot be eliminated by more or better training or by more exact instruction.

(3) In giving instructions make sure that we ourselves know what should be done and how to do it.

COMMENT:

Approved. This statement places definite responsibilities on supervisory officers and in fairness to the man concerned, the steps recommended should be taken.

C. J. B.

(g) *How far should the Region go in establishing a period of probation in which individuals whose work is unsatisfactory are given opportunity to make good? What checks should be made to determine whether or not individuals on such probation have made good?*

Probation is a very effective measure in eliminating unsatisfactory performance. It should be used more frequently but only after other more constructive efforts have failed. The individual's personal qualifications and his accomplishments, both from the standpoint of quantity and quality,

should be carefully weighed against the requirements of the jobs as set forth in his administrative work plan or memorandum of responsibility.

COMMENT:

Approved: This method suggested has been used effectively from time to time and its continuance is endorsed in cases of unsatisfactory performance. C. J. B.

(h) *Occasionally one finds an individual otherwise competent who because of his personality does not get along with his fellow workers or with the public. Can we establish a definite policy for handling such cases? If so, what should its elements be?*

We believe that an individual who does not get along reasonably well with his fellow workers and with the public has no place in our organization.

COMMENT:

Approved. Such individuals are stumbling blocks to progress, and if after due notice they are unable to change their methods, their retention is unwarranted. C. J. B.

(i) *In maintaining discipline in any organization, violation of existing codes of conduct or instruction must be recognized and dealt with. How can this best be done in the interest of maintaining the organization without breaking the spirit of the individual?*

We believe that any person qualified and worthy of being a member of the Forest Service should be able to submit to justly imposed discipline without having his spirit broken.

Disciplinary measures should in all cases be in proportion to the seriousness of the offense. In order to accomplish this and to safeguard the self-respect of the person to be disciplined, his case should be carefully analyzed and action taken judiciously with personalities eliminated.

COMMENT:

Approved. Ordinarily the spirit of the individual will not be broken if the issue is clear-cut, or in other words, action is based on well-supported facts. C. J. B.

(j) *Have disciplinary furloughs any place in a personnel control program? If so, under what conditions should they be used? If not, what should be done as a substitute? What action should be taken in those cases where failure to play the game jeopardizes Service prestige or resource values?*

Disciplinary furloughs have a definite place in a personnel control program. They should only be used where reprimand has not accomplished the desired result and probation does not appear to fit the case.

COMMENTS:

To the committee's statement, which is approved, I would add the words "or separation" after "probation". It has always been our policy to resort to disciplinary furloughs only when there seemed to be no other



way out, for after all is said, it cannot be denied that the Service work suffers to some extent whenever a disciplinary furlough is made.

C. J. B.

(k) *What should the Regional practice be in handling cases of minor dereliction not involving the public but that slow up or otherwise interfere with the work?*

Assuming that the man is satisfactory in other respects, that he is capable, willing and loyal, one can usually correct his dereliction by appealing to him on the basis of loyalty, fairness and the good of the Service. Failing in this, a more or less severe reprimand should be given. If these methods have not accomplished the desired result the dereliction has assumed more than minor proportions.

#### COMMENTS:

Approved, but to make last sentence complete, I would add "and action should be taken accordingly."

C. J. B.

(1) *The Region now has a few cases of district rangers who have served faithfully and well for many years, but are no longer able to keep up with the demands of the job. What action should be taken in such cases?*

There are now five men of record in Region Six who have served faithfully and well for many years but who are no longer able to keep up with the demands of the job. Their average age is 56 and their average period of service 23 years. Assuming that a ranger has served faithfully and well, he should not be dismissed but should be given any yearlong work he is capable of doing acceptably. There are eleven yearlong assistant ranger positions, six assistant ranger positions of from five to nine months, 19 yearlong scaling positions and two campground positions of from six to seven months duration. Eight new assistant ranger positions were created this year and from three to five assistant ranger positions are annually available.

It should be possible to use these men to advantage in the above positions and on a yearlong basis. We appreciate that this procedure will deprive us of some badly needed training positions but believe that even so it will result in better administration in the Region as a whole. Consideration should be given to the possibility of keeping an older man in his home environment if he so desires.

#### COMMENT:

I am in sympathy with the proposal and stand ready to give the men concerned all possible consideration consistent with the demands of our work.

C. J. B.

(m) *Topic added by Committee.*

Men who are considered to have reached the limit of their capabilities but who are still ambitious to advance should be informed by the Regional Forester or his authorized representative, through or in the presence of the supervisor, of the specific limitations which must be removed before advancement is possible. The permanency of these limitations then rests with the

individual concerned.

#### COMMENTS:

I am not entirely convinced that in principle the action recommended is proper, for the reason that the supervisor in the role of personnel manager of his Forest is clearly responsible for pointing out to the men working under him any limitations which would seem to preclude advancement. Ordinarily, in such cases the supervisor will know the views of the Regional office by reason of inspectional contacts.

C. J. B.

(n) *Topic added by committee.*

Recognizing that Region Six supervisors are responsible for our present scheme of rating accomplishment by quality and quantity, we request that its use be discontinued. We favor the continued use of the graphic rating of qualifications until something better is devised for Service-wide use.

#### COMMENTS:

Approved.

C. J. B.

---

### ADMINISTRATION

#### TOPIC 1.

*Our progress is many times hampered through lack of information and data on which to proceed doing things in new ways. That policies and procedure should be adopted to get quick and conclusive results through administrative studies localized to individual Forests but the results of which will be of benefit elsewhere?*

#### COMMENT:

This topic was not reported upon by the committee.

The subject of administrative studies was reported on by the Washington Conference committee of the District Foresters' Meeting and commented on by the Forester, pages 66 to 76, committee reports.

Increased attention to this work can well be made a regional matter. Increased thought on planning out administrative subjects to see that these data obtained will be of value and applicable is a desideratum.

An increased number of projects is also a prerequisite to our progress in new and better ways of doing things. An increased appreciation by all of us of the values to be obtained is of first importance. Progress does not lie in the way of continuing automatically to plan and perform our work but rather in open-mindedness and searching for new and better ways. This is a trite expression, but the door to administrative studies is open to us.

C. J. B.

#### TOPIC 2.

*Overhead in supervisors' offices: How should its character and amount be determined? What procedure should be followed to obtain maximum results by supervisor and his staff? What part should work plans play?*

The character and amount of the essential work of the Forest must be determined by analysis. All work possible of effective accomplishment by rangers should be delegated to them. Analysis will, we believe, invariably substantiate our need for staff men, but it is recognized that large overhead in the supervisor's office is necessitated only by the limitations of man power on the ranger districts. These limitations are of both quality and quantity. Existing quality limitations have largely resulted from ineffective personnel management, but even so there is need for more administrative assistance on the ranger districts. As a general principle we favor strengthening the ranger district personnel rather than increasing the overhead in the supervisor's office.

Work plans are effective tools in directing the work of an individual toward desired objectives in determining the quantity of work possible of accomplishment, in providing for the reduction or elimination of less essential jobs and in establishing the standards to which each task should be performed.

#### COMMENT:

Approved. It is our plan to go just as far as possible in strengthening the ranger district organization. C. J. B.

#### TOPIC 3.

*What steps should be taken to secure maximum benefits from ranger district work plans and analyses?*

In order to secure maximum benefits from ranger district work plans and analyses, they should be:

- (a) Kept as simple as possible.
- (b) Considered by the Regional Office in the allocation of men and of operating funds.
- (c) Carefully prepared with the assistance of the best men available.
- (d) Made effective by adequate follow-up and inspection.

#### COMMENTS:

Approved. All of those points are important. The point I would like to stress particularly is this: Even the best plan that it is possible to prepare will prove of little value if a conscientious effort is not made to follow it. So the importance of careful current checking of follow-up reports, together with field inspections, cannot be overemphasized. C. J. B.

#### TOPIC 4.

*Public respect of Forest officers: Slight acquaintance or even contact with a single Forest officer often underlies an individual user's opinion of the Forest Service. What weight should this fact be given in selection of (a) permanent, (b) temporary personnel? Under (b) give weight of consideration for different positions depending upon amount of public contact. What weight should be given to neatness of appearance and uniform wear-*

*ing? Should any clothing or uniform requirements be made of any classes of positions in the temporary personnel? If so, what are they?*

The reaction of the public in even occasional contacts must be safeguarded in the selection of both yearlong and temporary men. In the case of yearlong men, the salaries now paid should make possible the selection of men thoroughly qualified and competent in this and all other respects. Temporary men, whose positions are not so attractive, cannot always be selected under such rigid standards. Some positions require experience and skill in specialized work which is unquestionably of greater importance than ability to make friends. The greater the amount of public contact, the more essential is pleasing personality. We believe that men can always be secured who can do the work and still not adversely affect the public. Courtesy at least is essential and should be taught to and demanded of every employee.

Relative neatness of appearance is possible in any situation and should be required. The wearing of uniforms by temporary men may be required in any or all positions, at the option of the supervisor. We recommend that a standard uniform of this kind be selected, and that arrangements be made for purchasing at some central point at a price which will make its use no more expensive than that of other adequate clothing.

#### COMMENTS:

Approved. The Forest Service has always had the reputation of having courteous employees and certainly everything possible should be done to warrant that reputation.

While the committee's statement does not specifically comment on the more general wearing of the standard uniform by permanent personnel, it can be inferred that this was intended in view of its recommendation for requiring the temporary force to wear uniforms. It is hoped that previous to the field season, a standard uniform for guards will have been selected and available for purchase. The need and value of a uniform for temporary men depends directly upon the amount of contact with the public. Present requirements can well be limited to men on assignments involving considerable public contact.

C. J. B.

#### TOPIC 5.

*Present any possibilities for reduction of paper work; cooperation in the Regional office to prevent loss of time on the Forests; or suggestions for such reductions in Supervisors' and Rangers' offices.*

Much of the need for paper work comes from outside the Forest Service and cannot, for this reason, be reduced.

We endorse the practice of using adequate carbon copies of letters in all cases where they will obviate the necessity for additional letters.

A trained traveling auditor should through his contacts with supervisors and their staffs be able to accomplish much in eliminating unnecessary office detail.

We believe that most accounting work and any large jobs of necessary



typing, such as reports, should not be done on the ranger districts, but should be done in the supervisor's office. The district ranger should then be trained by the chief clerk to do in a minimum of time the clerical work essential on a ranger district. Well prepared handbooks, properly indexed, will also serve to speed up his work.

#### COMMENTS:

Approved with the exception that it will probably not be possible by reason of the limitation of funds to assign a "trained traveling auditor" who from the discussions of this statement, would be somewhat of a relief executive assistant, and would be available for training inexperienced executive assistants. I will, however, be glad to give the subject further consideration at a later date.

C. J. B.

#### TOPIC 6.

*Correlation and balance must be maintained whereby lesser important items in any activity will give way to important work in others (See All Regional Project, pages 2 to 4, Regional Plan of Work for 1931). What should be done to improve correlation of time-expenditures by the Supervisor? By the Regional Forester?*

We agree that correlation and balance between items in a given activity and between activities must be maintained. The supervisor, in order to improve the correlation of time expenditures on his Forest should:

Exercise greater care in the preparation of administrative work plans; especially in the establishment of standards and priorities.

Keep in close touch with the progress of all work thru personal contact, progress and financial reports and inspection and through adequate follow-up of work plans. This will require correlation of inspection by the supervisor and his staff.

The Regional Forester can improve the correlation of time expenditures on the Forests by:

A broader viewpoint on the part of inspectors.

By careful establishment and statement of Regional standards and priorities.

By more participation in the preparation and revision of ranger work plans with particular attention to the adequacy of local standards and priorities.

By better training of supervisory through inspectional contacts, group meetings, carefully prepared handbooks, etc.

#### COMMENT:

Approved. All of the matters are important and deserve consideration and action of supervisors and regional officers.

C. J. B.

#### TOPIC 7. ADDED BY COMMITTEE.

The forest Service policy is decentralization from the Forester to the Regional Forester, from there to the supervisors and on to the ranger. At

the same time it is the universal rule on all Forests that the district rangers are not able to accomplish the essential administrative jobs outlined in their work plans. In consequence they cannot take on an additional load. Adequate administrative assistance for the district rangers is the first step essential in decentralization and it is frequently justifiable to sacrifice fire guard positions to attain this end.

#### COMMENT:

As stated previously in comments under heading Administration (2), we shall go just as far as possible in furnishing needed administrative assistance to overloaded ranger districts. If this can be done only through some sacrifice in fire guard positions, we shall be glad to consider any specific proposals submitted by supervisors.

C. J. B.

#### TOPIC 8 ADDED BY COMMITTEE.

The constant increase in expenditures, fiscal requirements and report work and the general growth in Forest Service business as a whole has resulted in long hours of overtime work for the clerical force, the hiring of assistance not contemplated in the allotment set-up, or in the work not being done. This situation can be relieved to a great extent by more adequate training of the existing clerical personnel.

However, the supervisor's office should have sufficient clerical help so that the supervisor and his staff will not be compelled to spend a portion of their time doing work which an ordinary office girl can do more economically. District rangers should also be able to have much of their typing done in the supervisor's office.

All of this should be recognized and the following two remedies are suggested:

a. *Traveling Auditor.* There is need for closer contact between the clerical force in the supervisor's office and the Regional office of FA. At the present time little provision is made for either preliminary or follow-up training of clerks.

A man thoroughly trained and qualified for the position of Executive Assistant and who has had suitable experience in a supervisor's office should be available to contact each supervisor and his clerical force periodically or upon call. Such a man should be expected to function as a "trouble man" or traveling auditor, working out of the office of FA. He should train Executive Assistants, bookkeepers and clerks in the most efficient methods of handling both old and new procedure.

It is felt that some past personnel failures might have been prevented had such training and assistance been available.

b. *Clerical Trainers.* Trained clerical help should be available upon emergency call during periods of particularly heavy overload such as large or numerous fires. Our clerical forces are so chronically overloaded that such unusual amounts of additional vouchering and accounting work often leads to discouragement and sometimes to personnel failures. This is particularly true when the regular force has been inadequately trained or

has not been coached in the avoidance of unnecessary detail. In order to make relief clerks available and to provide adequately trained clerks for permanent positions, two or three extra clerks should be maintained in the Region on the Forests in training under the best available instructors. Such help should not be confused with the "trouble man" in Section A above, whose work is more of an administrative nature and who is in reality a trainer. Untrained recruits should be assigned to one of these training positions before being given individual responsibilities on any Forest. In addition to being available for temporary or permanent assignment to regular clerical positions, they should after a few weeks of training be available for temporary detail as relief clerks. Salaries of "extra clerks" should ordinarily be paid from S&E, but should be paid from "FF" when they are used to relieve a fire situation on another Forest. The Forest fire policy and the requirements in the use of "FF" should be changed accordingly.

#### COMMENTS:

I believe there is considerable merit to this statement, for without an adequate well-trained clerical force, the work of the Forest is considerably slowed up and numerous difficulties encountered. Unfortunately, there appear to be little, if any, prospect in the ensuing fiscal year of carrying out the committee's proposal, since the reductions which are anticipated in various allotments may be so great as to make necessary the furlough of some Forest officers. It is expected, however, that in view of a reduced road and trail program, the amount of clerical work will be less than during the current fiscal year, and unless funds are received by a special appropriation for unemployment relief, we shall doubtless be forced to make cuts in the set-up for clerks.

C. J. B.

#### TOPIC 9. ADDED BY COMMITTEE.

Government owned cars furnished Forest Supervisors for use by supervisory officers should be of passenger carrying type.

#### COMMENT:

The reason this has not been done in the past is due to the limited authorization received by the Department for the purchase of passenger carrying vehicles. As time goes on, it is hoped that we shall be able to furnish suitable cars to all Forest Supervisors requiring them.

C. J. B.

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### INSPECTION

1. *Discuss the Regional policy on inspection. Develop any practical hints to increase all-around effectiveness of inspection work.*

We heartily endorse the Regional policy on inspection as stated in Mr. Buck's D-Supervision, Inspection, letter of March 2, 1931. However, this policy should be more closely followed and any tendency toward short-cutting the responsible officer avoided.

#### COMMENT:

Approved. I have requested inspectors to make every effort to avoid

any action involving short-cutting of the responsible officer. It should, of course, be remembered that leadership on the part of the local responsible officer in his inspection should reduce considerably short-cutting on the part of visiting inspectors.

C. J. B.

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## ROADS

TOPIC 1. *In order to extend the mileage of motor ways as rapidly as possible it has been contended by some that too much money is being spent in brush disposal by following the existing instructions applicable to light duty roads. Also that the fire hazard is not increased appreciably by disposal of brush resulting from clearing and since motor ways are often closed during the fire season, the necessity for regular method of brush disposal, is not apparent from an aesthetic standpoint.*

*Should the present standards of brush disposal be lowered somewhat and if so, under what conditions? Would the example to the public in this connection be of paramount importance and should requirements in permits of various kinds be lowered in similar degree? (In cooperation with Fire Control Committee).*

Clean-up work in clearing operations on Forest Development roads is based on two reasons: 1st. The aesthetic or appearance result; and 2nd, the removal of the added fire hazard. To road building the first reason is paramount and sufficient for roads which will be extensively used by the public. We require as much of timber operators, special users and contractors on road and highway work. The second reason; i. e., fire protection, is at least debatable, but acceptable where extensive travel is concerned.

Not all, but many of our motor ways are incidental to public travel, and on such projects we must measure the theoretical gain in lessened fire hazard with the corresponding increase of protection road "up ahead" which would result if the "clean up" and brush disposal work were omitted. In other words, unless the presence of variable quantities of debris left along a protection road can be proven a greater hazard than vast areas of now unopened and inaccessible old burns, the protection problem assures at once a vital economic aspect. There is hardly a veteran of several fire seasons who has not witnessed a time in midsummer when a few more miles of road would have proven invaluable in quickly handling some dangerous, even disastrous fire. If, then, by leaving the slash we save from \$20 to \$200 per mile and gain from 10 per cent to 30 per cent in mileage, leading into hazardous regions where quick action on lightning fires is the answer to that greatest problem in forestry, then the means to such end seems justified. The correct expenditure of the road dollar is the vital step in the reduction of hour control time. Therefore, except where supervisors are prepared to justify the cost of lopping, piling and burning slash as a greater protection need than to leave it and drive forward gaining the maximum mileage attainable, slash disposal may be omitted on motor ways. This policy should not be followed on (a) motor ways extensively used by the public, or that pass through settled communities; and (b) where timber or repro-



duction is sufficiently thick to prevent disposal of the debris except by burning the slash (*not logs*) in the right-of-way. The use of heavy equipment will in many cases break up, mix with the soil or cover up much debris. Where economical to do so, trees should be pulled over and left rather than cut. On sidehills, pulling over a tree often reduces the subsequent excavation work, and generally throws both top and bole clear of the right-of-way. Pass above or below large trees if by so doing a saving can be made. Driving the tractor (without grader) several times through light timber, or even heavy reproduction, may eliminate need for other more costly methods of clearing.

Form MR-1 should state definitely the practice to be followed on the specific project.

Our policy in regard to requirements in special use and other permits should be sufficiently elastic to meet specific conditions.

#### COMMENT:

The advisability of approving the committee's report as instructions to the field is doubted, largely because it is felt that uniform results under more or less similar local conditions would not be secured under the committee's general statement of policy. Consequently, the following more specific instructions have been formulated:

*Conditions where piling and burning are considered desirable.*

(1) On all light-duty roads where the debris accumulated from clearing operations will, if left unburned, create a materially increased fire hazard above that existing on any particular area before the construction of the road.

#### (2) Motorways:

- (a) On all projects where there is considerable public use.
- (b) Where timber or reproduction on any area is sufficiently thick to prevent disposal of the slash during construction by shredding or mixing with dirt.
- (c) Where the quantity of debris is so great that casting slash, brush, and similar debris at right angles to the road actually creates a considerably increased fire hazard.

*Scorching roadside timber*

On motorways where damage to commercial timber will not cause any appreciable financial loss, the debris can be windrowed along the side of the road or piled in openings and burned in place, if costs are thereby decreased; any scorched or killed trees or young growth being felled and burned in the same manner.

*Conditions where non-disposal of brush should be practiced*

(1) In old burns or other areas of high hazard where the brush, logs, and snags thrown out to the side do not materially increase the fire hazard. Projects of this character should usually be within areas closed to public use during the fire season in order to eliminate the human risk.

(2) Projects in areas where the volume of material to be cut is of

such a character or density that it can be thrown out to one side of the road, preferably at right angles, without materially increasing the fire hazard above that on adjacent areas.

(3) On projects where the timber stands and use of heavy equipment permit breaking up and shredding the debris and mixing it with dirt to such an extent that there is no material increase in fire hazard. This practice is particularly applicable to lodgepole pine stands.

(4) On projects where sidehill excavation provides a sufficient volume of dirt and other material so that slash and other debris thrown out on the lower side is sufficiently covered and mixed with dirt to prevent any material increase in fire hazard above that existing on adjacent areas.

The guiding principle to be used in determining disposal or non-disposal of slash should be determination of the increase in hazard which will be created by the application of any particular method. The method used should be such that there will not be a sufficient accumulation of slash to materially increase the hazard above that existing on immediately adjacent areas.

C. J. B.

TOPIC 2. *Should the transportation system be planned with reference to sustained yield timber exploitation as well as for administrative and protective purposes? What consideration should be given to planning railroad, truck road, and other transportation facilities built in connection with timber sales as an integral part of the national forest permanent system for utilizing its forest crops and for their administration and protection?*

In planning the transportation system on any unit, consideration should be given to sustained yield timber exploitation and to administrative needs as well as to those for protection.

It is appreciated that the cost of truck roads, railroad grades and other transportation facilities built in connection with timber sales has been deducted from the price of the stumpage. Nevertheless, we do not believe that under present conditions we should attempt to dictate to the operator how and where these should be built.

Advantage should, of course, be taken of all such existing facilities in the development of Forest transportation systems.

#### COMMENT:

Transportation planning for protection roads is being based upon a great deal of study and considerable research. Plans for utilization roads are not undergoing this progress largely because the appropriations and work of the Service is at this time on a protection basis. The location of utilization roads cannot, therefore, at present be clearly determined.

However, there may be obvious instances where roads to be constructed could be so located as to combine valuable utilization service as well, and adequately serve in protection. The supervisor is in the best position to care for these instances.

C. J. B.

TOPIC 3. *Are the Regional records on road and trail construction and maintenance costs accurate and satisfactory?*

No action taken by meeting on this topic.

TOPIC 4. ADDED BY COMMITTEE

We approve of the newly adopted practice of sending to the supervisor for his approval plans of the Bureau of Public Roads for the construction of local Forest highways.

The local supervisor should also be kept reasonably well informed of plans for location surveys so that he may keep in touch with location work if he so desires.

Forest supervisors have need for current and more complete information as to the Forest highways program, both present and in prospect, as it applies to his Forest. They should also be informed of the priority in which suggested additions are held and of the proper manner for securing their consideration.

COMMENT:

Approved.

C. J. B.

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## FIRE CONTROL

COMMITTEE: Thompson, Chairman; Campbell, Fenby, Harpham and Mitchell.

TOPIC 1. *Regulatory Measures or Precautions Justified to Decrease Number of Man-caused Fires.*

*Increasing use of the national forests by the public at large as well as forest permittees has materially increased the fire risk in recent years. What regulatory measures or precautions are justified, and how and under what conditions should each of the following be applied in an attempt to reduce the number of man-caused fires? Campfire permits, no smoking while traveling, registration areas, closures to smoking, camping or entry, whether under Federal or State laws? Should present policies be changed or additional precautionary measures adopted? Should State law or Federal regulations, or both, be used in enforcement?*

Present regulatory and cautionary measures which include issuance of camp fire permits, no smoking while traveling, establishment of registration areas, and closure to smoking, camp or entry are all justified under certain conditions and should be continued.

Discussion of these separate measures follows:

(a) Camp Fire Permits.

The present policy of having the individual forest units determine when camp fire permits will be required is unsatisfactory. A regular season during which camp fire permits will be required, should be established (1) for all West Side forests, except Siuslaw, and (2) for all East Side forests. Opening and closing dates should not be changed except in very unusual seasons and only after full publicity has been given. The employment period for short-term protective personnel will necessarily govern opening

and closing dates since we must be in a position to give the public reasonable service during the season.

Every effort should be made to secure passage of necessary laws and/or regulations by Oregon State authorities which will enable us to apply the camp fire permit requirements on private lands inside, O & C lands and protection areas outside National Forest boundaries.

It is important that every effort be made to increase the number of designated camp grounds where camp fire permits are not required and to concentrate camping at these designated camp grounds. To this end more camp grounds should be improved and fire proofed. It is important that the necessary funds be secured for this work.

The camp fire permit issued by the State of Washington must be signed by the person receiving it as well as the issuing officer. The observance of the necessary instructions and precautions then becomes, in effect, a signed obligation. This has two principal advantages: (1) the permittee usually will carefully read the written instructions and cautionary text of the permit to which he affixes his signature and (2) he is then in no position to protest in case it later becomes necessary for us to apprehend him for some violation.

We recommend that our camp fire permit form be revised accordingly and that the permittee be required to sign it.

(b) No Smoking While Traveling.

This is a valuable preventive measure and should be continued. At present the restriction applies only to lands within the National Forests. Legislation should be sought for Oregon which will cover travel through all timbered lands. At the very least it should be applicable to all protective units of the Forest Service.

(c) Registration Areas.

Registration, as here considered, means compulsory registration and may involve the employment of a special registry guard. This restriction is valuable for specific areas of high hazard where closure to entry is not advisable. We should not hesitate to use it in those instances where it appears to best meet the needs of the situation.

(d) Closure to Smoking.

Closures to smoking have a distinct value in highly hazardous areas, particularly where numbers of men are engaged in work, as on timber sale areas, and the employers assist in securing compliance. These closures should be continued as at present.

(e) Closures to Camping or Entry.

These are valuable for areas of extreme hazard and should be continued. Special publicity which will make clear the reasons for the closures should always be given well in advance.

(f) New Restrictions.

It is recommended that persons obtaining camp fire permits, other than those traveling afoot, be required to provide themselves with an axe, shovel and bucket suitable for use in extinguishing small fires. This re-



quirement should be printed on the revised camp fire permit form.

Since camp fire permits are not required on designated camp grounds, the possession of these tools will not be required of persons using such camp grounds.

The State of Washington has a law which requires ash containers in passenger carrying vehicles. Similar legislation should be secured in Oregon.

We should go very slow in applying additional prohibitory regulations. With the present restrictions properly and sensibly enforced, and with continued educational effort, fires caused by man's carelessness can be reduced to an acceptable minimum.

(g) State Laws vs. Federal Regulations in Enforcement.

The present policy is to use State laws in the prosecution of fire cases wherever this is possible. This policy should be continued. Where the State laws do not coincide with Federal regulations and where it is clearly desirable that the same measures be available for application both inside and outside the National Forest boundaries State legislation should be secured. For example, Oregon does not have a camp fire permit law.

Simplified local enforcement of Federal regulations is desirable and should be vigorously sought.

COMMENT:

There is hardly sufficient difference in conditions to warrant different periods being made effective for the camp fire permits as between East and West-side Forests. Relatively, the difference is greater between southern Oregon and Washington. In order to make the various regional requirements affecting the tourist uniform as to dates they are applied, it is desirable to shorten the period even at some sacrifice in the advantages which might be gained by applying these restrictions on different dates. The practice indicated in the following statement will hereafter be used in this Region:

Special Federal Laws Govern the Tourist or Camper who enters the National Forests in Oregon and Washington. The Following Violations are Punishable by Fine or Imprisonment, or both.

A. DURING THE PERIOD FROM JULY 1 TO SEPTEMBER 30:

1. Failure to secure a camp fire permit before building any camp fire on any national forest land (other than the Siuslaw National Forest) except in safe stoves or at those Forest camps where no camp fire permits are required, as shown by posted notices.
2. Going or being upon any national forest land, except at designated and posted Forest camps (and on the Siuslaw National Forest), with automobiles, other vehicles, or pack horses with the intention of *camping* thereon, without being equipped, for each vehicle or pack train, with the following fire-fighting tools:
  - (a) One axe, with handle not less than 26 inches in length and head weighing two pounds or over.
  - (b) One shovel, with handle not less than 36 inches long, and

blade not less than 8 inches wide.

(c) One water container, capacity one gallon or more.

3. Failure to stop when smoking while in timber, brush or grass areas on national forest land except on paved or surfaced highways (and on the Siuslaw National Forest).

#### B. THROUGHOUT THE ENTIRE YEAR:

4. Building a camp fire in grass, leaves, rotten wood, or other dangerous places, or in windy weather, without clearing around the fire pit and confining the fire to a hole.
5. Leaving any fire to burn unattended or failing to totally extinguish a fire before leaving it.
6. Throwing or placing lighted cigarette, cigar, pipe heel, match, fire-cracker or other burning substances, or discharging fireworks, in any place where they may start a fire.

The above rules of general application are frequently supplemented by special restrictions necessary for the protection of certain small areas of unusually high fire hazard. Special notices are always posted at trail and road entrances to areas where any additional precautionary measures are effective. Such restrictions may include closures; (a) to all smoking; (b) to all camping; (c) to all public use except by settlers within the area; (d) to entry except after registering at designated places and securing permits authorizing entry under certain conditions.

With the exceptions noted above, the statement is approved.

C. J. B.

#### TOPIC 2. INCENDIARY FIRES.

*Due chiefly to the unemployment situation, incendiary fires are spreading throughout the Region. What should be done to meet this serious menace? Consider the various possibilities ranging from closures to blood-hounds and draw up policies.*

In order to successfully combat the growing incendiary problem something more than educational methods must be employed. A change of personnel in the form of supervisor or ranger transfers, or both, is insufficient to cure the trouble, although this may help.

The situation is sufficiently serious to justify a much greater outlay of funds and more well-planned effort than has been the practice in the past. Each local situation must be studied and analyzed and the appropriate remedies applied. It is the responsibility of the supervisor to analyze conditions on his Forest, make appropriate recommendations, and inaugurate every remedial measure which his resources permit.

There are two types of incendiary:

- (1) The transient who is temporarily out of work and wishes employment.
- (2) The local man who may set fires to secure employment, to make better range, to make better hunting, or who may dislike the Forest

Service organization, the local personnel, etc.

To combat these a continued vigorous Region wide educational effort through every means available should be made. The recreational and watershed values rather than conservation of timber for posterity should be stressed.

To combat outbreaks of incendiarism drastic action is fully warranted. The following remedies may be employed:

(1) *Continued Education.*

- (a) Enlist the support of the better element in each community by:  
Pointing out recreational values jeopardized.  
Pointing out watershed values jeopardized.  
Pointing out home and property values jeopardized.  
Pointing out timber values jeopardized.  
Pointing out taxable values jeopardized.
- (b) To combat light burning sentiment:  
Point out that temporarily increased hazards are necessary if we want to raise timber and protect the foregoing values.  
Point out that we are organized to control fires under these conditions of increased hazard, but need help in preventing and controlling man-caused fires.  
Make the dependable local citizen feel a definite responsibility for the protection of the values in his community from fire.

(2) *Other Preventive Measures*

- (a) Consider the effect of purchase of supplies and equipment (and its rental) from points removed from the local community.
- (b) Consider effect of lower suppression wage scales.
- (c) Consider effect of delayed pay rolls by payment from Portland only.
- (d) Consider registration areas and closures.
- (e) Consider giving improvement work to local suspects, if they can qualify for such work, in order to keep them under observation and by thus providing them with work, lessen the temptation for them to make work by starting fires.
- (f) Handle incendiary fires with the local improvement crews.
- (g) Handle incendiary fires with organized and previously employed community labor which is above suspicion.
- (h) Prevention patrol.

(3) *Law Enforcement Measures.*

- (a) Employ special, carefully selected help as under cover men, in or out of season as necessary, in order to secure proper evidence.
- (b) Provide extra, specially trained men, of the police rather than the administrative type, and qualified for the job by:

- (1) A sound knowledge of both State and Federal law.
- (2) Special aptitude for apprehension of criminals, and if possible some knowledge of finger print photography and the like.
- (3) Ability to function as trackers on incendiary outbreaks.
- (c) Employ emergency guards liberally for use as patrolmen, sleuths, short-wave radio operators, etc.
- (d) Use bloodhounds or any other means usually employed to to run down criminals of no worse a type, if the situation seems to justify such extreme measures.
- (e) Use the services of the State Police.
- (f) Use local cooperators to keep track of suspects.

Summarizing, the incendiary situation should be treated as a project, and a personnel developed to handle it in an orderly, efficient and expeditious manner. We do not believe that our present regular force has either the time or qualifications to properly solve this problem. The problem is serious. Before a marked reduction in incendiary fires can be expected the project will have to be more adequately financed and manned.

#### COMMENT:

Economic development of backwoods communities where the incendiary problem is acute offers one important approach to this problem. This development may be facilitated by the construction of highways or market roads, installation of facilities for timber utilization, commercial development of recreational possibilities, or in other ways. Not infrequently development will result in a decrease in the number of incendiary fires.

The summary in the last paragraph is practically an admission of defeat. No sufficient reason appears for such admission. In point of fact the incendiary problem *was* combatted effectively on certain ranger districts last year and the year before. The present prospect is not for increased but for decreased funds, and yet the prospects for combatting the incendiary situation are not at all hopeless. But it cries out for thought, ingenuity and cunning—your cunning opposed to the cunning of the incendiarist. Some times little steps have had great results, such as decrease in suppression wages, a program of delay in payments to the firefighters, hiring no local suppression help; these and other means have been effective and demanded of us naught but brains. The problems of some ranger districts are oftentimes intriguing, and there must be an effective answer. It may vary from year to year, to come from ourselves with the means at our command.

In some ranger districts the priority of this work is high, higher than nearly anything else. Let's give it the best we have, lay our various plans in advance, develop a program on paper that we will not be caught so unawares without a counter attack ready.

(See Light Burning, Topic 4, PR).

C. J. B.

#### TOPIC 3. HAZARD REDUCTION.

*In Region 5, as well as elsewhere, considerable sums are spent annually*



*in reducing hazard and construction of fire lines. Similar work which might be undertaken in this Region includes cutting or burning snags, clearing up accumulated inflammable debris, and burning out dead, mossy trees, in connection with the following locations:*

- (a) *Snag areas in old burns.*
- (b) *Along highways.*
- (c) *Heavily traveled forest roads.*
- (d) *Strips through bug-killed lodgepole.*
- (e) *Fire control roads to facilitate use as fire lines.*

*Is work of this character economically sound, and to what extent and in what order should it be undertaken in Region 6?*

The reduction of fire hazards which will result in decreased suppression costs and losses is economically sound. We favor the expenditure of reasonable sums for hazard reduction work in the following situations:

(a) **Fire Control Roads:** Dispose of all slash and debris for a reasonable width on both sides of the road where such slash or debris adds an additional fire hazard to existing conditions. Fell all snags which may fall across the road and block travel in emergencies, or which may encourage the spread of fire across the road and right-of-way.

(b) **Other Forest Roads:** These roads should be given the same treatment as fire control roads.

This hazard reduction work along roads should be completed at the time of construction on all new projects, and initiated on all old roads as fast as funds are or can be made available.

(c) **Snags in Old Burns:** Snag areas in west side burns and cut-over lands constitute an extraordinary hazard. Our records show that 24 times as much acreage is burned over each year in these types as in all other west side types combined. The difficulties of controlling fires on west side burns are so great that success can not be achieved until fire breaks are constructed in advance of the emergency. Natural barriers should be strengthened by felling snags along ridge tops and in other strategic locations to aid us in confining snag fires to smaller areas.

Definite project plans should be made for each old burn which will outline the necessary work and estimate the funds required. This work is of such importance that it should be initiated without loss of time. An aggressive drive for funds for this work is recommended.

(d) **Along Highways:** Along some highways the clearing of snags is not practiced on strips of sufficient width to be of any great value in fire control. We believe that through the Douglas fir region particularly, the felling of snags should be over sufficient width to prevent the spread of fire across the highway, and to prevent the obstruction of travel from falling snags.

(e) **Bug-Killed Lodgepole:** Assuming that the present policy of spending large sums of money to suppress fires in bug-killed lodgepole stands is to be continued, we believe it sound practice to spend money on areas of high hazard with the objective of reducing suppression costs and damage to present and future stands. Extensive bug-killed areas should be broken

up into smaller units by strip burning of heavy moss and needle trees in accordance with approved plans.

COMMENT:

Approved.

C. J. B.

TOPIC 4. LAW ENFORCEMENT.

*The State laws in Oregon and Washington make it a misdemeanor to leave a camp fire burning or unattended. If any live coals are left, no consideration can be given to the efforts which may have been made to extinguish the fire or to the fact that the individual concerned thought it was out. The practice of invariably requiring violators of this law to "tell it to the judge" sometimes leaves a sting which is harmful and against the public interest. What action can be taken to bring home to individuals violating this or similar laws the facts and conditions in such a way that they will recognize that the law was actually broken and that the Forest Service had no other alternative except to prosecute such violators.*

Nothing can be suggested which will remove the sting resulting from the prosecution of a citizen after he has made an honest effort to extinguish his camp fire but where a few smouldering coals are left in fire places in camp grounds.

An effort should be made to have the State laws changed at an early date. The State laws should be so worded that it is unnecessary to prosecute an individual who has made a reasonable effort to extinguish his camp fire and where only a few coals are left in a safe place in an improved camp ground which has been designated for recreation purposes by a Forest Supervisor.

COMMENT:

It is anticipated that signature of the camp fire permit will call attention to the necessity for and indicate proper methods of extinguishing the last spark when camp fires are left. An effort will be made to obtain reconsideration of the wording of the State law.

C. J. B.

TOPIC 5. INSPECTION AND ELAPSED TIME STANDARDS.

*Review present fire control standards of inspection, performance and elapsed time to determine what changes, if any, should be made.*

(a) Inspection Standards:

- (1) The supervisor or his qualified assistant will inspect all new members of the protective force once during the season and likewise approximately 50% of the members previously employed. The supervisor will use his judgment in determining which men, by reason of long experience and good record, do not require inspection annually on the part of the supervisory officers. However, it will be the plan to inspect every experienced guard at least every other year. Similarly all improvement crews will be inspected from the standpoint of fire preparedness at the time of inspection of improvement work.

- (a) The present standard which requires the ranger to make an inspection of his protective men at least every thirty days is approved—subject to the provisions of Section 3 on Page 2 of the Circular letter FC 114/1152 which reads as follows: “3. *Correlation of Fire Control with Other Work.* The standards of inspection of the short-term organization are necessarily high. Protection of the national forest resources from fire has for years been recognized as of the highest priority and it is necessary that all essential inspection and supervision be carefully and thoroughly done. However, there is no need to do unnecessary or non-essential work simply to conform to standards. A trip to some remote isolated peak once each month to inspect a lookout man who is known to be absolutely reliable, dependable and thoroughly trained and experienced is an example of work which can be omitted if time is needed for other activities of possibly lower priority but actual urgent need. The exercise of common-sense and good judgment in such matters is essential and you and your organization must be prepared to demonstrate that good judgment is actually used.”
- (2) The district ranger will immediately attend all fires reported as Class C unless already engaged in the suppression of a Class C fire. Similarly, unless engaged in suppression of a Class C fire, he will also inspect Class A or B fires that are located in especially dangerous areas or under bad weather conditions, except in those cases where in his judgment this is unnecessary. The district ranger or designated experienced fireman shall inspect within 24 hours every fire reported as out, unless prevented by a more serious situation elsewhere. In remote situations where this is not practicable, the fireman should remain at the fire 24 hours after the last spark has been considered out to insure complete extinguishment.

(b) Elapsed-time Standards:

<i>Item</i>	<i>Time Interval Included</i>	
A. Discovery	Inception of fire to decision to report	15 min.
B. Report	From decision to report by lookout until completion of report to fireman.	Lightning-15 min. Man-caused-10 min.
C. Get-Away	Completion report to fireman to actual start for fire:	
	(1) by foot or automobile	3 min.
	(2) by saddle horse	5 min.
	(3) pack and saddle horse	10 min.
D. Travel	Fast as possible night or day. Rates of speed to be established by supervisor to meet	

varying conditions.

E. Corral Not later than 10:00 a. m.  
of the day following origin.

F. Control If possible make absolutely  
safe by 10:00 a. m. of day  
following Origin. Ordinarily  
retain full crew until fire  
is actually controlled.

In applying these standards, remember that the fireman must have reasonably complete and accurate information to enable him to quickly find the fire. Decrease in report time secured at the expense of greatly increased finding time is obviously undesirable.

The present elapsed time standards are approved with the exception of report time on man-caused fires which has been raised from 5 to 15 minutes. It is recognized, however, that some men in their zeal to comply strictly with report and get-away standards are likely to start to a fire without proper information. It must be remembered that the important thing is to reach the fire in the shortest possible time. It is more important for the guard to secure complete information even at the expense of a little extra time than it is to keep combined report and get-away time within the standards.

#### COMMENT:

(a) See comment under topic No. 6 on supervisor's inspection standards.

Any departures from the 30-day inspection standards for short-term men should, if possible, be included in the trip plans either when they are originally prepared or revised during the season.

(b) Combining the report time for lightning fires and man-caused fires is, I believe, undesirable. Fifteen minutes for man-caused fires on the basis of present information is too long. When man-caused fires are likely to spread and become dangerous, the smoke usually shows up pretty plainly and there is not ordinarily much question concerning location. On all of the fires which develop quickly, a 10-minute report time is probably attainable under B report. A report time of man-caused, 10 minutes; and lightning-caused, 15 minutes, is suggested.

C. J. B.

#### TOPIC 6. SUPERVISOR'S STAFF IN FIRE CONTROL WORK.

##### *Function and duties of supervisor's staff in fire control work.*

One of the principal responsibilities of the Forest Supervisor is to protect his Forest from fire. To do this he must see that the year-long force is properly allocated to and trained for the various jobs incident to fire control. He must also assure himself that the short-term force is properly selected and trained.

The standards of fire control planning, preparation and performance are constantly being bettered and the volume of work increasing. Fire control work may usurp the major part of the field season, and of the time of



Forest officers, on any Forest.

On each Forest a fire assistant should be designated who may devote his entire time to fire work when necessary. The fire assistant should be free to ride herd on fire control activities, and during peak loads to take the helm and direct the men and resources of the Forest.

The supervisor or a qualified member of his staff should inspect all project fires.

Responsibility for fire control work in each ranger district rests with the district ranger. The supervisor and his staff should not break down his responsibility.

#### COMMENT:

It is not believed that the assignment of one individual designated as fire assistant or fire dispatcher is warranted on all Forests. The Supervisor with the assistance of his staff must perforce take care of fire control work. On forests in the acceptable group this does not necessarily mean the assignment of one individual to the fire activity.

The committee report follows our present tendency which, it seems to me, is perhaps toward an over-allotment of staff time to the fire activity. The report also puts it up that the fire assistant during peak loads should be free to take the helm and direct the men and resources of the forest. This thought is not entirely clear. The Forest Supervisor is inescapably responsible and especially in serious situations, in direct charge, is the main directing influence of the men and resources of his organization, and will, of course, make such assignment of his personnel as his judgment shall dictate.

Fire is one of the several activities or duties of the Forest. Work assignments on forests should be largely within the supervisor's control and designed to accomplish the best administration possible.

The inspection of fires by supervisor or his staff is limited in the report to an inspection of project fires. Some standard on going to fires is apparently advisable and will need to be included in the supervisor's work plan. Such a plan has been worked out for the Rainier Forest and the following suggested wording for such a standard is based on the Rainier plan:

The supervisor or his qualified assistant should go to all fires which, because of critical conditions, may not be corralled by the regular force before 10:00 a. m. of the day following origin. When more than one such fire occurs at the same time, he should go to the most dangerous and keep in close touch with the fire situation on the entire Forest. Where lightning concentration or other serious emergencies prevail, the supervisor should go to the ranger district affected.

While on any ranger district at any time, the supervisor or members of his staff should go to fires with the district ranger to assist him or to determine the efficiency of control methods used.

In addition to attendance on going fires, the supervisor or his staff members should inspect and analyze the grade of work and make con-

structive comments on all B. or C. fires occurring during the year where the estimated suppression cost plus damage exceeds \$300.

C. J. B.

#### TOPIC 7. HOUR CONTROL

*Review methods now being used in determining hour control standards by types for different Forests. Is the system satisfactory? Is there provision for proper correlation between Forests? If not, what changes should be made?*

The methods now being used in determining hour control standards are satisfactory. There should be frequent conferences between the men in charge of this work and the supervisor concerned in order that their ideas may be fully correlated. It is important that the results of the study on one Forest be compared with those of other Forests in the same locality. This will provide a balance which might be lost if the standards were established solely upon records of past performance on the Forest under consideration.

COMMENT:

Approved.

C. J. B.

#### TOPIC 8. DETECTION.

*The hour control studies conducted last winter, as well as detection data in the A-K record, demonstrate forcibly that there is outstanding need for reducing detection time. Radical improvement in detection is actually more important than reduction in travel time, so far as initial attack is concerned. What are the various factors involved in developing an adequate detection system, and what should be done to improve detection for (a) lightning fires and (b) man-caused fires?*

*Data Needed*

1. Volume of business map showing lightning and man-caused fires separately. The more important classes of man-caused fires, such as smokers, campers and incendiary, should also be shown separately.

2. Hazard classification map by cover types indicating variation in hazard and timber values.

3. Statement indicating areas subject to special human risk which can not be ascertained from the volume of business map. Some forecast of future conditions is desirable if changes in location of human risk are anticipated. If special recreation or other values not shown on the hazard classification map are present, they should be pointed out briefly in the statement.

4. Separate maps for each lookout point now established or selection contemplated, showing the areas actually seen. Scale at least one inch to the mile. Seen areas from the lookout point to be covered within distances as follows:

- a. Primary lookout, 20 miles
- b. Secondary lookout, 15 miles
- c. Emergency lookout, 8 miles

5. Facts should be ascertained which will determine the distances which it is safe to use under average bad conditions of smoke and haze. The table might assume this form:

Areas from Azimuth 315 to 45:	7 miles throughout the day.
Areas from Azimuth 46 to 135:	Before 12:00 noon, 3 miles. After 12:00 noon, 6 miles.
Areas from Azimuth 136 to 225:	Before 3:00 p. m. 3 miles. After 3:00 p. m. 5 miles.
Areas from Azimuth 226 to 315:	Before 2:00 p. m. 5 miles. After 2:00 p. m. 3 miles.

Reasonable dependance can be placed on picking up Class A smokes on the East Side within those distances under average bad visibility conditions. The distances given are not based on facts, but are rough estimates only. Considerable increases or decreases may occur when the facts are determined.

On the East Side, a wind of 5 miles an hour or more will probably delay the detection of a Class A smoke a considerable period, since the smoke is scattered under the trees. On the West Side in the heavy green timber, a Class A smoke from a man-caused fire is rarely visible to lookouts. It takes a considerable volume of smoke to show above the dense timber. Class A lightning fires can ordinarily be detected when the tree top burns out or a snag is ignited, since the smoke originates a considerable distance off the ground.

Given the same degree of interference due to smoke and haze, there is probably little difference between lookouts located along the Cascade Range and in the eastern Oregon or Washington territory. There is, however, a marked difference in the number of days during which poor visibility is encountered, the maximum number occurring on the West Side or along the Cascades, and a relatively small number in eastern Oregon and Washington.

The point to be emphasized is that ordinarily a lookout which covers a maximum territory to the north and east is more valuable than a lookout covering the same area to the south and west, since the first will be able to detect fires at greater distances under more difficult visibility conditions.

There is urgent need for development of a visibility scale which will reduce to common meaning discussions concerning degrees of visibility. Mr. McArdle and Region 5 are working along this line as well as other phases of visibility work, and it is anticipated that something definite will be developed within a reasonable time.

#### *Steps in Planning*

1. *Primary System:* On Forests where the topography is reasonably favorable for long range detection, a primary detection system including ordinarily from four to seven points should be selected, designed to cover the maximum area during periods of good visibility when small fires can be detected at distances up to 12 miles or more. In selecting these points the following items should be considered:

- a. Maximum coverage of what may be called the "blanket risk" for

all types, including protection of watershed areas. Maximum area to be first consideration.

- b. Coverage of special season-long risks which may occur on restricted areas such as highways, railroads, logging operations and similar risks.
- c. Areas of unusually high hazard where continuous coverage over a maximum period is essential, such as old burns, cut-over areas, etc.
- d. Covering of areas containing high values. Detection season-long should be more intensive in the yellow pine and protection forests.

2. *Fireman-Lookout System*: Fireman-lookout points must be selected in consideration of suppression action by the fireman as well as detection. Unless greater protection value can be secured by a different location, firemen should invariably be located where they will render detection service as well as be available for chasing fires. Fireman-lookout points should be planned to provide coverage during average bad visibility conditions for areas of the following character:

- a. All areas of merchantable timber types subject to the occurrence of man-caused fires either on the basis of past experience or present risk.
- b. All areas of high hazard.
- c. All areas of high risk.
- d. Fireman-lookout points should be used to supplement primary coverage for areas "b" to "d" under Primary Lookout System.
- e. The more important watershed areas where water is on a storage basis.

3. *Emergency Fireman-Lookout Points*: Sufficient emergency lookout points should be selected to extend coverage secured by primary and fireman-lookout points so as to insure actual visibility of all the territory where lightning fires may occur under the visibility conditions normally existing during electrical storms.

- a. The system should be intensive enough to cover all areas of merchantable timber types not otherwise covered.
- b. All protection and watershed areas, using for such coverage 50% greater visibility range than for the more valuable types.

4. Plan *emergency patrol* to supplement lookout detection of the more valuable types in rough country, so as to secure adequate covering. In some territory, such as portions of the Wenatchee and Olympic and similar regions, emergency patrol is of very great importance in covering isolated areas. Airplanes can be used to great advantage for emergency patrol in many locations. Funds should be secured to enable more use of planes for detection during periods of extreme fire danger following lightning storms, or when the lockouts are rendered ineffective by smoke or haze.

#### *Degree of Coverage*

Coverage secured by the various classes of lookouts should be based on the areas actually seen. Recent studies indicate that small smokes can be discovered with difficulty at any considerable distance even though the timber in which they occur is actually visible. Small smokes just below the



top of a ridge out of sight of the lookout will ordinarily reach considerable size before they can be picked up. For areas where man-caused fires are liable to occur, actual visibility is the only type which can be depended upon to pick up small fires. In certain areas, such as protection forest, the values involved may be so low as to warrant taking some chance rather than installing a system which will give actual visibility for the area where man-caused fires may occur.

Where the country is broken up by numerous deep canyons lightning fires ordinarily occur only on the ridges and upper slopes. Coverage for lightning hazard for narrow canyons is probably adequate if two-thirds of the slopes are visible.

There is also, of course, some difference between north and south slopes. Other things being equal, particularly early in the season, however, sleeper fires are just as liable to occur on a north slope as any other. It is impossible at present to set up any objective for per cent of the different types which should actually be seen or the maximum in any one area which can be considered a reasonably safe blind spot for the different types. Region 1 has recently established standards fixing the unseen areas in green timber types at 10-15% of the total area for the more valuable types and 20-30% for the less valuable. For areas of high hazard, such as cutovers, burns, and bug-killed areas, these percentages are decreased by about half. The largest unseen spots are established at 400 acres in the green timber valuable types and 200 acres in more hazardous areas in the same type, increasing to as much as 1000 acres for the less valuable types, with a minimum of 500 acres in the more hazardous areas.

#### *Period of Coverage*

1. All areas of high hazard such as cutovers, old burns with bracken fern, snag areas, and areas of high risk at low elevations should be covered during periods of favorable burning weather occurring early and late in the season. Detection early and late to meet the variation in conditions is of the utmost value in connection with reducing the acreage burned over in early and late fires.

2. Primary system would ordinarily in the north part of the Region go on duty about July 1 in the higher country, though the time depends somewhat upon the occurrence of the usual June rains. In the southern part of the Region the time is somewhat advanced.

3. The number of fireman-lookout points manned should vary through the season, in accordance with the variation in visibility and burning conditions. Ordinarily the number would be increased gradually through July reaching a peak during the latter part of the month and for the month of August. The probable period of occurrence of electrical storms is an important factor to be considered.

4. The emergency lookout points should ordinarily be manned so as to provide the maximum of detection during and following electrical storms during periods of smoky weather or at other critical times.

COMMENT:

Approved.

C. J. B.



## TOPIC 9. PERSONNEL FAILURE IN FIRE CONTROL WORK.

*How can the Region secure in the case of each fire the unfailing application on the ground of suppression practices and technique which are well known but not invariably applied? Records over many years show that many project fires become large because someone fails to do everything which within reason could be done to promptly control the fire. How can failures of this kind be eliminated and a higher standard of performance secured in suppression work on both small and large fires?*

Failures in fire control are due to the following causes:

- (1) Inadequate preparation.
- (2) Inadequate effort.
- (3) Mistakes in judgment.

These may be remedied.

### (1) *Inadequate preparation.*

- (a) By more careful recruiting and selection of men to fit positions—yearlong and short-term force.
- (b) By adequately training one man on each Forest to train the personnel in fire control and by making it possible for him to devote the necessary time to inspection and follow-up training.
- (c) By revising the Fire Fighting Manual to make it include more of the information needed by the short-term men who are responsible principally for the suppression of Classes A and B fires. A separate and more comprehensive manual should be also prepared for the use of the regular and experienced personnel.

### (2) *Inadequate effort.*

- (a) Personal accountability for all fire control action on a unit must be emphasized. In every case where there is negligence or failure to make every reasonable effort, appropriate disciplinary or other action should be taken.

### (3) *Mistakes in judgment.*

Errors in judgment in control strategy will sometimes be made by the most experienced of men. Responsibility for making decisions should not be evaded because of fear of making a mistake. Consequently when errors in judgment occur, they should be more readily condoned than mistakes resulting from indecision.

An analysis of the reasons underlying personnel failures is essential if we are to profit by experience. Such analysis should take the following forms:

- (a) Discussions on the fire line. Actual experience and analysis of action on the fire line will always be the best teacher.
- (b) Boards of review by the supervisor and his staff.
- (c) Boards of review by the Regional Forester.

Expensive mistakes in fire suppression have too often been due to failures of our personnel. Many fires have gotten big because standard and well known practices have not been applied. Whenever personnel failures in fire suppression occur the underlying reasons should be sought out

in every case and action necessary to prevent recurrence taken.

COMMENT:

Under 1, c: Separate fire fighting manuals for A and B fires for the use of the short-term men does not appear essential. The fire fighting manual should be revised, but this need can be met by devoting more space in separate chapters to the handling of A and B fires.

The importance of eliminating failures of personnel in fire suppression work cannot be too strongly emphasized. If everybody all along the line could register a high degree of effectiveness all of the time, an acceptable annual record for the Region would normally be attained. C. J. B.

TOPIC 10. INEXPERIENCED RANGERS FOR PROJECT FIRES.

*Many district rangers, both old and new, have had little or no experience handling serious project fires. What system can be worked out to permit men of this character to secure experience, and at the same time adequately handle current work on their districts during their absence?*

District Rangers, both old and new, who are deficient in firefighting experience should be assigned to project fires on their own or other Forests whenever opportunity permits, until a reasonable amount of experience has been secured. This should be done even at some detriment to the work in the ranger districts. The work in the ranger district should be handled, through advance planning by the supervisor and ranger, by a carefully selected short-term man, or possibly by temporarily assigning the assistant supervisor or other staff man from the supervisor's office to the ranger district.

Actual experience on project fires is so important in the successful handling of such fires that no one can be expected to do a creditable job until a reasonable amount of experience has been gained, no matter what qualifications for other work the individual may possess.

COMMENT:

Approved.

C. J. B.

TOPIC 11.—SOURCE OF SUPPLY FOR OVERHEAD FOR PROJECT FIRES.

*How can the Forests and community man-power be organized so as to assure adequate overhead for project fires?*

The committee recognizes the vital need for quick expansion of the overhead organization for project fires, and approves as general policy and good practice, the selection, training and organization of such overhead to supplement the regular personnel during peak loads.

Since conditions vary greatly over the Region, no hard and fast set of rules can be established to accomplish this purpose. East and West Side conditions differ; thickly settled and sparsely inhabited areas present different problems; the degree of voluntary cooperation varies greatly among Forests. It is essential, and highly desirable as well, that each Forest develop distinctive and original approaches to the problem. Certain fundamentals may be stated:

(a) The idea should be sponsored by influential citizens and enlistments should be among permanent residents of the local community.

(b) Adequate training, particularly in fireline organization, should be given each member.

(c) Membership should be greatly in excess of foreseen needs, since a large percentage of any such organization will be unable to respond in a given emergency.

(d) Definite plans should be made for assembling the organization to meet an emergency. Since the regular personnel is carrying a maximum load at such a time, key men should be designated and instructed to function in this capacity.

(e) Qualifications of members, as foreman, strawboss, timekeeper, etc., should be determined and plans made to insure each man being used in his proper capacity on the fire line.

An example of the method used on one unit follows: (This method is used to meet conditions in this unit, and is given here as an illustration only of one approach to the problem.)

Enlistments are made among permanent residents and industrial organizations.

Enlistments are sponsored by influential citizens and, in the larger towns, by such organizations as Chambers of Commerce, Izaak Walton Leagues, service clubs, granges, labor unions, industrial plants, stock associations, etc. Such organizations include members, who, while not able to serve directly, can serve perhaps more efficiently in selecting and organizing. Many are themselves employers of labor.

Members are organized into small crews of 6 to 10 men under competent leaders. Such crews may be used (1) as overhead on project fires, (2) as fire crews to handle smaller fires, or (3) by being broken into 2 or 3-man units, as smoke-chasing crews.

Crews are assembled on request by the crew leaders when notified by some central agency or key-man.

Crew leaders are trained by the Forest Service. They in turn train their men.

The knowledge and wide acquaintance of influential community leaders are available to enlist competent and desirable men in the organization. The movement is given wide publicity, and a spirit of rivalry among crew units encouraged and fostered.

#### COMMENT:

The effectiveness of suppression work on large project fires depends pretty much on the ability and experience of the foremen and straw bosses. The straw boss with his crew of eight or ten men is the key unit in suppression work. If he as well as the foreman has been adequately trained and knows fire technique, effective work, even with temporary help from labor centers, can be accomplished. The importance of selecting carefully a sufficient number of straw bosses as well as other overhead to handle project fires cannot be too strongly emphasized. Straw bosses must be competent men.

With this emphasis on the selection and training of straw bosses, the

statement is approved.

C. J. B.

TOPIC 12.—ORGANIZATION FOR PROJECT FIRES.

*Desirable organization on large fires, duties of men in the different positions, etc.*

The organization chart and descriptions of the duties of men in the fire-line organization as given in circular letter FC 108/1072 of May 27, 1930, are very complete, accurate and comprehensive. For very large project fires it is an admirable layout. For the smaller project fires, however, which comprise by far the greater number which the supervisor and his Forest organization have to handle, it is too elaborate. There are too many positions between the fire chief and foreman which are automatically discarded in perfecting an organization to handle fires from 100 to 2,000 acres. The multiplicity of the overhead positions is confusing to many men who serve in the smaller organizations.

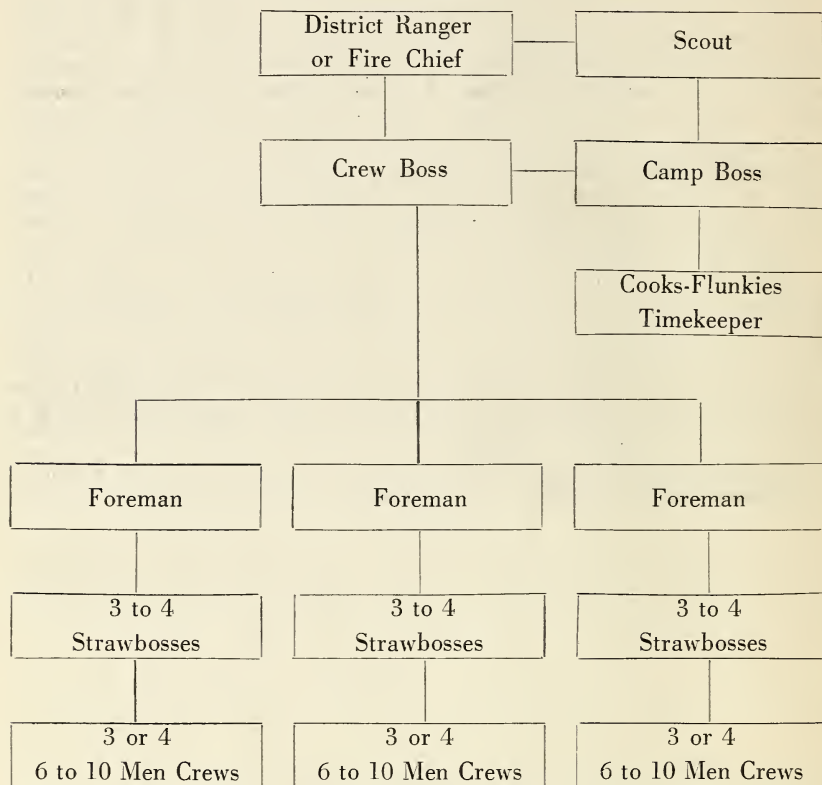
Each Forest should prepare a somewhat similar chart outlining the organization necessary for the type of smaller project fire which the local force is more commonly required to handle. Such a chart should list only those positions which will actually be used. It will have the distinct advantage of being readily understood by short-term men, improvement foremen and cooperators who serve in the forest fire-line organization, and is a more efficient medium for training.

A sample organization chart for the smaller project fires is given as an example of what was done on one Forest.



July 16, 1931.

# OVERHEAD ORGANIZATION FOR CLASS C FIRES



Organization for "C" fires up to 1000 acres more or less.

District Ranger in charge.

Crew boss in charge of all fire line and one fire camp.

Each foreman in charge of 30 to 40 men under 3 or 4 strawbosses.

Each strawboss in charge of 6 to 10 men on the fire line.

This form of organization will be used on fires to which the Forest Fire Crew is sent.



FC  
Fire Plans.  
Fire Organization Chart No. 2.

## DEFINITION OF POSITIONS ON ATTACHED CHART

The District Ranger will ordinarily be in charge of the fire. If he is not, the Supervisor or Fire Assistant will designate the man to take charge, in which case such man will act as crew boss.

### *Crew Boss*

A man in charge of and directing all the activities and all the men in one fire camp. Ordinarily a year-long Forest officer or thoroughly competent experienced Forest Service employee. Works under the supervision and direction of the District Ranger, or may be placed in charge of the fire by Supervisor or Fire Assistant.

### *Foreman*

Foreman directs the work of one crew in line construction, backfiring, mopping up, etc. Works directly under instructions of the Crew Boss. Stays with the crew wherever it is assigned. Foreman should be competent, responsible Cooperator or Forest Service employee. One foreman should be assigned for each 25 to 40 men employed.

### *Strawboss*

Usually a man picked from the suppression crew and placed in charge of 6 to 10 men, (never over 10 men unless this cannot be avoided), to accomplish a specific job under the direction of a foreman.

### *Scout*

A man who, with an assistant if necessary, keeps track of the changes and progress of a fire. Must be expert woodsman, have the physical stamina to cover rough ground quickly, be able to recognize and locate advantage-out points of attack, and intelligently describe location of the fire and type of cover in which it is burning. Reports to District Ranger, or to Crew Boss if the latter is in charge of the fire.

### *Camp Boss*

Has charge of camp activities in one fire camp. May personally handle timekeeping, commissary, transportation, communication, equipment and supplies, or, in large camps, may have timekeepers and other necessary assistants. Must have advance training.

### *Timekeeper*

Keeps time for large crews if camp boss cannot handle all activities. Works under direction of camp boss.

### *Cooks and Flunkies.*

Work under direction of camp boss.

## COMMENT:

The definition of positions for this chart indicates that if the district ranger is not in charge of the fire, some other man will be designated who will act as crew boss. There is no objection to this terminology if the organization on the fire is limited to one crew though even in that case it might be preferable to call the man the fire chief, rather than the crew boss. The retention of the name "fire chief" for the man responsible for action on a project fire, regardless of whether he is district ranger, cooperator, or member of the supervisor's staff, is desirable. Where more than one camp is used, it is essential that the term "fire chief" be used since a crew boss functions only in connection with one camp. Changing of the words "crew boss" to "fire chief" in the first paragraph will eliminate this difficulty.

At the present time considerable effort is being made to limit the selection of straw bosses to men who have been previously selected and trained. I would suggest that the definition of this term be changed to read as follows:

"Straw Boss: A man in charge of small crews of six to ten men handling usually one line of work in connection with fireline construction, such as a slashing unit, trail construction unit, back firing unit, etc.

This is the smallest unit of organization, and it is essential that the straw boss be a carefully selected, dependable man who has been previously trained in Forest Service systems of fire-line construction and suppression technique."

Approved.

C. J. B.

## TOPIC 13.

*Line Construction and Other Records Necessary for Planning Adequate Attack.*

*What records indicating rate of progress or accomplishment on a daily basis should be maintained for project fires? In planning the attack on large fires, rangers and others are now handicapped by an inadequate knowledge of the quantity of man-power or other effort required to construct a given mileage of fire line in different types. Detailed information as to speed of construction in different types and by the use of different methods, such as man-power, horse-power, or tractor-power, is essential if our men are to adequately plan for the control of large fires by 10:00 a. m. of the day following origin.*

We realize the practical value of such detailed information. The job of securing such data, however, should not be done by the same organization which is responsible for suppressing the fire. The suppression organization usually has all it can do in a fire emergency and its attention should not be diverted. Such work requires a detached viewpoint free from the stress and worry attendant upon suppression responsibility.

If the data is to be of any real value as a measuring stick it must be

gotten by following consistently a given plan or course of analysis of the work on a fire. Adjustments will need to be made between poor crews and extra good crews, difficult or comparatively easy trenching in the same timber or hazard types, wide or narrow trenches, topography, and a number of other variable factors.

A man experienced in fire suppression on project fires, and conversant with suppression methods and problems in different types, and working under the direction of the Regional Office should undertake the work. Such a man could study a number of project fires in the Region each year. He could make adequate adjustments among types, East Side and West Side conditions, and other variable factors.

Additional study needs to be done to determine whether these data should be secured for hazard types such as old burns, burned and unburned slash, protection forest with or without moss, reproduction, mature timber, etc., or whether the data is needed by timber types such as the Resource Survey will give us, or both.

Other Regions are doing some work along this line. Their data and methods should be carefully studied. They may have developed facts or methods of gathering data which will save us labor and expense.

#### COMMENT:

Threatened decreases in funds will make it impossible for us to set up more organization to get line construction data. Furthermore, these data will be of great value in handling fires in the future. At present we are not obtaining sufficiently the benefits of experience through our failure to ascertain among other things the costs and effectiveness of the work done. It is clear, therefore, that stress should be placed on the collection, assemblage and use of these data. It is true there will be factors to contend with which will be varying, but comparisons will be possible and advanced methods will be determinable. Guide for this work will be prepared and distributed later.

C. J. B.

#### TOPIC 14.

##### *Plows for Fire-Line Construction.*

*During the past season, horses and plows were used with outstanding success in Region 1 and also on the Chelan National Forest. Under what conditions can such equipment be used in this Region, and how should its use on fires be assured?*

Horse plow units should undoubtedly be more widely used than they have been in the past. Their use has been restricted principally to east side Forests where the conditions are generally more favorable for such units.

Reasons for lack of general use are:

- (1) Inability to get type of horse and plow needed.
- (2) Inability to quickly get them on the fire at the time necessary, because of lack of transportation facilities and loss of time in rounding up stock and suitable plows.
- (3) Lack of definite data as to what conditions of cover and topo-

graphy lend themselves to such use.

(4) Inertia.

Horse and plow units should be used more generally. To do this it is necessary that:

(1) The Service should own its own horses and plows in order to secure the kind we need, and have them available when we want and need them.

(2) Transportation should be available so these units can be placed quickly on every fire where their use is practicable.

(3) We should secure definite data by experiment as to the type of cover and topography on which they can be effectually used.

COMMENT:

Approved, but in addition it may be stated that use of horses and plows is a matter which the individual local rangers can well bull ahead on to a certain extent. Accomplishments in some cases will be surprising and experience obtained will be valuable. First and last also, it should be borne in mind that horses and plows have their place. They are a rapid means of building fire line under even some of the difficult conditions. On some portions of the fire line, horses and plow simply do not belong and their general value should not be disparaged because of failure to accomplish fire line under unsuitable conditions. Machinery, of which the plow is the simplest form, is indicated in fire suppression for three reasons:

1. Facility of placement on the line and speed on construction.
2. Simplification of arrangements for fire fighting because men, beds tools, cooks, provisions, tentage, etc., are not comparably needed by machinery.
3. Machinery-fought fires employ little labor and remove certain incentives to incendiarism.

C. J. B.

TOPIC 15.—AREA BURNED VERSUS COST.

*For several years it has been the practice to use relatively small suppression crews on certain areas of low value on the Siskiyou, Chelan, and Mount Baker Forests. Natural barriers, breaks in the weather, and attacks by small crews at strategic points are depended upon to handle the situation. Using this method, an attempt has been made to keep costs, commensurate with damage rather than to keep acreage burned to the minimum. Should this practice be continued, applied to other similar areas, and if so, under what conditions and to what extent?*

In dealing with extensive areas of low value it is a sensible practice to weight suppression costs against acreage loss and keep the two within reasonable proportions. The areas to be handled in this manner should be designated in advance by the Regional Forester so that the local administration will have a clear understanding of the course of action to be followed and can outline the policy and procedure in the Forest Fire Plan.

COMMENT:

Approved.

C. J. B.



#### TOPIC 16.—BURNED AREA AND SIMILAR OBJECTIVES ON FOREST BASIS.

*In some Regions the annual objective for burned acreage, percentage of Class C fires, extra-period fires, and similar items are pro-rated among the Forests and used as a measure of accomplishment. Should this system be applied in Region 6?*

We do not favor pro-rating the annual objective for burned acreage, percentage of class C fires, extra-period fires and similar items among the Forests, for the reason that this method does not furnish a true gauge of accomplishment. It is altogether likely that the efforts on one Forest in the face of a bad break resulting in large burned acreage would be more creditable than the action on another Forest where favorable weather for a few days prevented the spread of fire, although suppression action may have been blundering.

COMMENT:

Approved.

C. J. B.

#### TOPIC 17.—EQUIPMENT FUNDS.

*In Regions 1 and 5 an equipment contingent of about \$20,000 or more is established each year in preference to investing the same funds in additional protective guards assigned to the Forests. In Region 6 practically no funds are set aside for equipment. The Forests are depended upon to make sufficient P-Summer saving to provide necessary funds for this purpose. The maximum amount available is given to the Forests to provide increased man-power. Is it desirable to continue the present practice or should the protective force on the different Forests be cut so as to provide funds for equipment? The amount of P-Summer savings made during the past year or two is adequate to meet annual equipment needs.*

The committee recommends the maximum possible set up of protective guards from protection funds. This method permits of a larger trained guard personnel to meet peak loads, and greater flexibility of organization. It does not approve the practice of setting up an equipment contingent from protection funds as is done in Regions 1 and 5.

In order to make possible this maximum set-up of guards it is necessary that the Forests make sufficient P-Summer savings to finance the Region's needs for the purchase of equipment. This means that each Forest must play fair by contributing its greatest possible share to such savings. The success of this method of handling protection funds, and the advantage resulting therefrom, are dependent upon the cooperation of the Forests. The committee urges the need for such cooperation by all supervisors.

COMMENT:

Approved.

C. J. B.

#### TOPIC 18. EARLY AND LATE FIRES.

*The loss in burned acreage, suppression expense, and damage caused by early and late fires has, during the past several years, been a very important item in the Region's fire record. Since FF can be used for emer-*



*agency guards, there is no financial problem involved. The losses appear to be due chiefly to failure by the Forest organization, and through them the public, to realize in a quick and effective manner the radical change in burning conditions which may occur before or after the regular season. Most of the fires of last April were due to some one failing to appreciate the fact that fires under the conditions existing would spread rapidly. What should be done to decrease the losses caused by early and late fires?*

The seriousness of the early and late fire problem cannot be overemphasized. There often are short periods early in the spring and late in the fall when burning conditions are comparable to mid-summer conditions.

Trouble on the Forests has been due largely to our failure to immediately recognize the danger and to quickly provide an adequate emergency and suppression set up.

Another source of trouble has been the existence, on private lands, of legal slash and clearing fires, which have not been promptly suppressed or guarded when abrupt changes in weather have rendered them dangerous.

We must be alive to the danger created by these sudden weather changes. The ranger, particularly, should know local conditions and is in the best position to judge local needs. He should recommend to the supervisor such detection, patrol and other control needs as are necessary. The Weather Bureau should be requested to notify us as far in advance of such condition as possible so that we may be expecting trouble. During this part of the season the entire field force may be in the field and in this event the Executive Assistant or Chief Clerk should make sure that some responsible officer receives the warning and that necessary action is taken.

Present method of financing necessary action, provided we can continue to use the FF fund in emergencies, is satisfactory.

Every effort must be made to induce persons with slash or clearing fires to take care of them in a safe manner upon the approach of a danger period. Since there may be no legal remedy we can use, we must attempt to convince these burners of the dangers inherent in early season fires and induce them to take necessary control measures.

COMMENT:

Approved.

C. J. B.

#### TOPIC 19. TRANSPORTATION PLANNING.

*Review transportation planning methods, particularly in relation to zoning for lightning and man-caused fires. Consider various factors affecting location of the short-term force, such as supervision and control of the public, detection, and fire-chasing.*

The methods being used in transportation planning work are approved. The following suggestions are made:

(1) The construction of possible airplane landing fields, in isolated areas and areas where road construction costs are high, should be given serious consideration.

(2) Administrative, utility and public needs should be considered so

as to secure maximum use of fire control roads for these purposes.

(3) The supervisor should be given frequent opportunities to participate in the formulation of these plans.

COMMENT:

Approved.

C. J. B.

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## RANGE MANAGEMENT

COMMITTEE: Irwin, chairman; Brown, Furst, Harriman and Harris.

TOPIC 1. *How can we best secure proper management of the stock while on the range, by the owner, and his employees; and proper compliance with fire and other Service regulations? What teeth should be put into the administration to secure compliance? Is there a value in establishment of predetermined penalties with 100% enforcement?*

Assuming that the desirable range management practices have been determined by the Forest Service and recognizing that the responsibility for proper range management always rests with the Forest Service, it is the consensus of opinion of this committee that we can best secure proper management of the stock while on the range by placing the responsibility therefor squarely upon the shoulders of the permittee. It is agreed that the handling of the stock on the range is distinctly his responsibility. Infliction of merited penalties as required later will strengthen grazing administration by demonstrating that serious repeated offences will not be condoned.

It is felt that in the past the permittee has been able to shift responsibility either partly or entirely by designating an authorized representative, usually the packer or rider who may not be particularly interested in good range management and who has not the final accountability in the matter of the handling of the stock. This results in the permittee getting the Forest officer's ideas "second handed" and often in the partial or total nullification of his efforts. Details of good range management, therefore, should be "sold" to the permittee. To this end conferences on the ground between the permittee and the Forest officer are necessary; the objective being to so interest the permittee in the management of the Forest resources that he can feel that the range management plan, when completed, is one which he has helped to build rather than a set of instructions promulgated by the Forest officer. It is recognized that in certain instances, such as for example, where a large stock owner is absent most of the time and has a responsible manager on the ground who actually handles the business locally, or in the case of the ownership resting with a woman who does not take an active part in the management, some exceptions may be made.

The permittee should be made to feel that care with fire is his responsibility in-so-far as he and his employees are concerned and no opportunity should be presented for him to evade in this matter.

It is the opinion of this committee that in the matter of the establishment of fixed predetermined penalties, circumstances so alter cases that there would be the possibility that some untoward result would obtain. In

case penalties of this kind are established, the instructions should provide for sufficient flexibility in the action to take care of a wide variation in the circumstances, in the disposition of the offender and in the relative importance of the delinquency. It is the opinion, therefore that the idea of attempting to fix definite predetermined penalties should be disapproved.

However, the following items are suggested to put "teeth" into the administration to secure compliance after exhausting the possibilities in the matter of using the ordinary methods.

1. The requiring of a cash bond for repeated failure to comply with important requirements of the management plan and in case of any other aggravated delinquency.
2. The reduction of preferences substituting the temporary permit and the placing of the permittee on probation with the understanding that satisfactory compliance may lead to his reinstatement as a preferential permittee.
3. Revocation of preference in whole or in part as a measure of last resort.
  - a. *What predetermined penalties, if any, should be established for grazing closed areas such as strategic flower meadows admired by the public?*

Alpine meadows of high recreational value which have been closed to grazing should be amply protected. To secure this protection it is suggested that in each individual case a clause be inserted in the grazing permit specifying a definite penalty in the discretion of the supervisor.

- b. *As to employees of sheepmen: Herders and packers are sometimes careless with fire and/or compliance with the management plans and terms of the permits. In case of such failures, damage is done to the public property of timber, forage, and watersheds. Procedure to prevent damage should be set up and enforced. What about the suggestion, for instance, that all permittees be required to refrain from hiring, (1) any herders or packers who do not speak English, and (2) any man to be in charge of the sheep who has failed to obtain a card of recommendation from the district ranger as a satisfactory man from the standpoint of National Forest regulations as to fire and grazing control. If this suggestion is agreed to, what procedure shall be set up to handle the issuance of cards fairly, and appeals to supervisor by those failing to obtain cards?*

Employees of sheepmen:

- (1) Sheep permittees should be required to employ herders who can speak the English language. Exceptions may be advisable in case of old herders whose services have been uniformly acceptable.
- (2) The untoward results which would be sure to follow the requirement that the herder present a card of recommendation signed by the Forest officer would more than outweigh its seeming advantages. The issuance of cards in exceptionally meritorious cases



probably would not be objectional but this should be left to the discretion of the supervisor.

- c. *How far should we go in making permittees responsible for fires:*  
(1) *where permittee's employees exercise proper care;* (2)  
*where such employees cause fires or fail to cooperate in preventing and suppressing fires?*

Permittees responsibility for fires.

- (1) Reference is made to the requirements provided for on the application for grazing permit. It is the consensus of opinion that those stipulations which the permittee agrees to, over his signature, cover the situation quite completely. It is felt that 100% compliance should be insisted upon.
  - (2) Grazing permittees should be placed on the same basis in this matter as any other users of the Forest. Prompt action should, of course, be secured in all cases. Procedure in handling delinquencies have been suggested under number "1".
- d. *Under what conditions, if any, should the occurrence of man-caused fires result in predetermined percentage reduction in the number of stock permitted? Should such action be taken, regardless of the responsibility for the fire, under any setup of conditions?*

Under no conditions should the occurrence of man-caused fires result in predetermined percentage reductions in the number of stock permitted on a given allotment. It is the opinion of the committee that there is ample existing regulation and legal procedure for both civil and criminal cases and the imposition of the penalties provided by these laws is considered sufficient.

#### COMMENT:

The meeting rejected the general idea of attempting to fix predetermined penalties. However, in referring to protection of Alpine meadows of high recreation values the suggestion was offered that "In each individual case a clause be inserted in the grazing permit specifying a definite penalty at the discretion of the supervisor." This suggestion would seem to indicate a belief that predetermined penalties were employable as a means of strengthening administration in these specific cases. Possibly there are other instances where similar means would be effective in securing compliance.

It is more important to prevent damage than to exact penalties subsequently. I do not believe that establishment of predetermined penalties should be extensively employed at least until an adequate supporting background from the permittees has been established, neither do I believe that we should close consideration of predetermined penalties as a possibility for securing desired management of range or stock. In addition to the case where suggestion was made by the Committee, other cases may arise in connection with man-caused fires where strong preventive measures may be indicated. Imposing predetermined penalties in all such cases may be

considered with this office whenever the circumstances appear to justify some action of this kind.

C. J. B.

TOPIC 2. *Will a deliberate policy of overgrazing result in fire protection, and consequently in forest perpetuation and conservation of water? If so, under what conditions? Should such a policy be pursued?*

A deliberate policy of over-grazing over an extended period should not be used as a fire prevention measure, since a number of factors eventually enter in which tend to defeat the purpose in mind. Among these are sheet and gully erosion, and in certain instances in the replacing of valuable forage plants by unpalatable species which eventually increase the fire hazard over large areas. However, in case of driveways and certain other areas which will perform a distinct function as fire breaks, the consensus of opinion of both the fire control and the range management committees is that an exception should be made and overgrazing permitted, provided, that the damage thus occurring to the soil cover will not be allowed to extend beyond the designated area.

COMMENT:

Approved.

C. J. B.

TOPIC 3. *What should be the form and substance in detail of unit range management plans? Formulate a complete outline and instructions for preparation of such plans and procedure for such annual revision as is necessary.*

It is the consensus of opinion of this committee that the adoption of a standard allotment management plan is not desirable. However, it is recognized that an outline to be used as a guide at the option of the supervisor has a definite value and the following is suggested:

-----Allotment

## PART 1—BASIC INFORMATION

### A. GENERAL DESCRIPTION

1. Location
2. Topography
3. Accessibility
4. Water
5. Forage
  - a. Surface acres by types—status.

### B. RECOMMENDED USE

1. Number of stock.
  - a. Surface acres per head per month for N. F. land.
2. Seasons.
3. Handling.
  - a. Camp sequence.
  - b. Days feed each camp.
  - c. Bedding out (exceptions, if any).
  - d. Actual use reports.
  - e. Special restrictions, (Fire, closed areas, sanitation, etc.)



- C. RELATED RESOURCES.
    - 1. Timber production.
    - 2. Watershed protection.
    - 3. Game.
    - 4. Recreation.
  - D. RODENTS, POISONOUS PLANTS, PREDATORY ANIMALS.
  - E. MAP. (1" equals 1 mile) SHOWING:
    - 1. Forage types, if data available.
    - 2. Allotment and camp boundaries.
    - 3. Camps by name or number.
    - 4. Areas closed to grazing.
    - 5. Existing range improvements.
  - F. CUMULATIVE RECORD FORM.
    - 1. Days each camp actually used.
    - 2. Sequence in which camps actually used.
    - 3. Losses by camps.
    - 4. Dates entered and left.
    - 5. No. of stock grazed.
    - 6. Actual use—animal months.
  - G. FILE POCKET.
- 

## PART II—PLAN OF ACTION

- A. MAP.
  - 1. Same as Part I, except forage types.
- B. TABULATED FORM AND CAMP SCHEDULE, SHOWING:
  - 1. Sequence planned for each camp.
  - 2. Days use planned for each camp.
  - 3. Blank spaces for recording the season's data, by camps, on Actual Use, Sequence, and Losses.
- C. LETTER OF INSTRUCTIONS.
  - 1. General instructions—mimeographed one-page letter stating object of plan, how to use it and necessity for annual return.
  - 2. Special instructions needed to cover any features peculiar to the particular unit.
  - 3. Any other material, such as camp fire permits, identification card, etc.

The topics which should be treated in part one of the plan would not require annual change or revision if carefully prepared from dependable data. Topics for which data is lacking or which are not applicable to the unit under consideration need not be treated when writing the plan since to do so would be superficial, misleading and of no particular value for future use. We appreciate the fact that on many allotments the basic information called for in these topics is not now available. This probably is true of the subhead "Recommended Use", under caption B, and in such case we actually would not have a plan at all but would merely be in the

position to begin securing the needed information for developing a plan. Again with reference to part one of the plan it appears desirable to emphasize that any material that affects general range administration but which is already included in general policies or instructions or which may fit properly into the district ranger's work plans should not be injected into the range management plan. The principle thing to keep in mind is that it is not desirable to treat any feature in the plan unless such feature has some effect on the four cardinal principles of range management—namely, proper class of stock, proper number of stock, proper season of grazing, and proper distribution of the stock.

The material which would be included under captions A, B, C, and D of part one should be typed on an atlas size sheet, perforated on the right hand margin and arranged for binding in an atlas folio. The map indicated under caption E could be full atlas size and arranged to show the adjoining allotments or it could be only large enough to show the particular allotment described. In either case, however, it appears desirable to mount the allotment map on an atlas size sheet, perforated on the left side of the sheet and mounted in the folio on the opposite side of the record. The cumulative record form indicated under caption F (sample attached) would also be on an atlas size sheet and would provide space for at least five years continuous record by camps of actual use, camp sequence, and range losses. The file pocket provided for under caption G could be attached to the map and utilized for filing notations on the things to be accomplished, such as springs to be developed, change of seasons, grazing of stock, construction of fences, or any other data which it is desired to record and place in a convenient place for reference in connection with the current handling of the unit or in the preparation of the management plan for the coming year.

The main objective of the permanent portion of the plan is to show clearly as possible what we have in the way of forage, where it is located, and how we intend to use it.

The *permanent portion* of the plan, or part one, *does not* go out to the permittee.

The topics outlined under caption A, B, and C of the "Plan of Action" represent a definite concrete program of action prepared for the purpose of accomplishing the objective indicated in the basic or permanent portion of the plan. As already indicated we do not now have for many allotments the data needed for the preparation of a camp schedule which would specify definitely in advance the sequence in which the camps should be used, the lengths of time they should be used, and in some cases not even the information necessary to name the camp or limit the boundary. Under conditions such as these we could not furnish a camp schedule, but we would look to the permittee through his annual actual use returns—together with the efforts of the district ranger on the ground—for the initial data needed to develop the camp schedule and also to supply this information for the permanent portion of the plan under caption B, part 1.

The "Plan of Action" goes out to the permittee. It may go out in the notebook form now used rather widely in the Region, or it may go out on letter-size sheets bound in waterproof paper and folded three times. It

actual use and loss data to the cumulative record in his atlas tomo. The supervisor may or may not maintain an office binder containing part of the plan. If he does, it should be a very simple matter for the ranger to forward the actual use reports to the supervisor's office, where the data could be quickly and easily transferred to the cumulative record in the supervisor's office.

COMMENT:

Management plans are obviously of basic value. The foregoing presents an approved outline for these plans and will, I hope, enable the Region to make rapid progress in their preparation.

Another point, unless Forest officers take the lead in studies work and development of various plans, utilizing all information obtainable, satisfactory progress will not be made. The permittees cannot be relied upon to devote the time and thought to advanced methods of utilizing the grazing resources: progress must come from leadership within the Service.

C. J. B.

TOPIC 4. *What should be the Service policy in regard to partial payments of grazing fees and the extension of credits to permittees?*

As far as can be ascertained the benefit to the stockman of the split-payment plan has been practically negligible. The Service policy should be to require the full payment of the grazing fee before the permittee takes his stock on to the range at the opening of the season. The grazing fee is so small an item in comparison to the total expenses of the stockman as to be practically negligible. The average stockman can make his payment in one installment with no more difficulty and with less expenditure of time than in case the split-payment plan is used. The split-payment plan has resulted in much additional labor in the supervisor's office and in considerable difficulty in connection with the collection of the second payment.

COMMENT:

Above statement is more applicable possibly in normal times than during periods of depression like the present. The present is, therefore, not the proper time to consider a change in the existing instructions which grant split-payments under certain conditions when requested by the permittee.

C. J. B.

TOPIC 5. *What changes, if any, are needed in the 1930 range inspection outlines and procedure?*

No revision in the 1931 inspection outlines is recommended pending the tabulation of the time studies as a result of the data which has been collected during the past season at the request of the Regional office but which has not yet been compiled.

COMMENT:

All of the forest reports have not been submitted and we are unable to complete the tabulation. As soon as the data is compiled the field will be

advised and recommendations can then be made.

C. J. B.

*TOPIC 6. Should seasonal adjustments in numbers be made to meet seasonal variations in forage production? What weight should be given to the supposed welfare of the livestock industry in making such adjustments?*

It is the feeling that midseason adjustments in numbers to meet seasonal variations in forage production should not be made. A definite summer grazing season is vital to the permittee in the matter of securing maximum returns from his headquarters plant. A change in midseason would, in most cases, disrupt plans for the entire year thus working a distinct hardship on the permittee. This would be out of line with our efforts to facilitate stabilization of the industry. The stocking should be so conservative that these changes will not become imperative in the interest of forage conservation on an off year. Annual adjustments are not practicable since it is impossible to predict what the condition of the forage will be in advance. It is felt that welfare of the livestock industry over a period of years is best served by a definite policy of forage conservation. The obligation of the Service in the matter of tiding over temporary situations is recognized. Any action which may be taken must not result in permanent injury to the range.

COMMENT:

Approved

C. J. B.

*TOPIC 7. In the management of National Forest grazing lands what weight should be given to prevention of additional financial losses in the livestock industry? Under what conditions, if any, should chances be taken of increasing range depreciation?*

The prevention of additional financial losses in the livestock industry is a matter which it is recognized should have the serious consideration of the Forest officer. However, care should be exercised in connection with any action taken along these lines to insure the conservation of the forage resources over a period of years, in other words, to protect them from permanent injury. It is considered that "in the long run" this policy of conservation is the best insurance to the permittee against financial loss.

In extreme cases where the emergency is caused by factors over which the permittee has no control some chances might be taken of increasing range depreciation. Any action of this kind should be only of a temporary nature and immediate steps should be taken to provide for the recovery of the range.

COMMENT:

Approved.

C. J. B.

*TOPIC 8. We have, heretofore, under previous conditions, pretty clearly determined proper seasonal usage for a majority of our ranges and allotments. How far should we go in an attempt to meet the existing economic and climatic conditions by making adjustments in seasons and numbers such as a greater number of stock for a shorter period?*

Proper seasonal use for the majority of our ranges has been pretty care-



disturb these balances in the attempt to meet existing economic and climatic conditions. Extreme emergencies should be handled on their own merits.

COMMENT:

Approved.

C. J. B.

TOPIC 9. *Is there sufficient need for a range research organization in the Northwest to handle the more pressing technical questions? If so, what projects are recommended for immediate study and how extensive an area is involved in each of these respective studies?*

In a comparison of range management with other major activities the conclusion is reached that the need for a research organization is as great or greater than in the case of other activities where such organizations have already been established. The following items are recommended for study in connection with this project.

- (a) The effect of grazing on the amount of water available for irrigation.
- (b) The influences of grazing as pertains to the amount of forage which should be left as a protection to the various soils from erosion.
- (c) What are the effects of grazing on steep slopes.
- (d) What would be a conservative stocking on various types of range.
- (e) Where there are ecological changes, to what extent are they detrimental from the viewpoint of forage values.
- (f) Revegetation of denuded ranges.
- (g) Relation of overgrazing to reproduction on East Side Forests.
- (h) Relation of grazing to plant growth and fire hazard on East Side Forests.
- (i) Palatability studies with comparisons between Forests.
- (j) Reseeding of ranges depleted through overgrazing.
- (k) Physiological studies to determine the palatability of forage plants at various seasons of the year.
- (l) Effect of fire on soil productivity.
- (m) Effect of erosion on plant growth and water conservation.
- (n) The relation of the activity of beaver to forage production.
- (o) Forage requirements of big game.

Insofar as this committee is concerned we do not feel in a position to specify area. Projects listed apply to all grazing Forests.

COMMENT:

Approved.

C. J. B.

TOPIC 10. *What minor research work is needed to enable the Supervisors to obtain more accurate information as to the ecological changes, together with suggestions for correcting conditions which are adverse? Outline method to be followed.*

The following minor research projects are recommended.

- (a) A continuation of the seasons of grazing observations in connection with the fenced plots. This study should be confined largely



to determining when vegetative readiness occurs with a careful tabulation of results.

- (b) Deferred use of mountain meadows.
- (c) Observation of the gopher controlled areas to determine degree of recovery of forage plants. This should not include the establishment of any quadrats, but merely a careful annual observation of the results obtained by control work and the careful recording of these results.
- (d) Sheep trucking vs. trailing. This can be undertaken through the sending out of questionnaires to sheep permittees annually, and by careful attention to this project in connection with all conversations with permittees and the current recording of valuable facts.
- (e) Effects of beaver work on range. This can be undertaken by a study largely by the district rangers of the history of each beaver meadow through interviews with reliable parties who have been in touch with the areas for many years, through careful observation on the ground, study of the evidences which still exist in the shape of dead timber, buried vegetative matter, and erosion. As a minor study project this should not involve the quadrat method.
- (f) Observation of burned over timber areas. Careful observations of conditions immediately after a fire with careful recording of the facts as they exist, and a careful annual observation thereafter, in each instance recording all of the new facts which are evident, should result in a record, which, while not too scientific, yet would furnish a reliable rough idea as to just what happens after a fire in a given type. This is information which is often not available locally except in the shape of very hazy ideas which can be "trumped up" on the spur of the moment by calling on the memory.
- (g) Study of wind-throw areas to determine feasibility of opening such to grazing use.

While this work can largely be handled by the rangers, there is a real need for technical advice in connection with this work in order that a maximum of technical data may be secured.

#### COMMENT:

Approved.

C. J. B.

*TOPIC 11. Are we justified in continuing, extending, or reducing cooperative work with the Biological Survey in the elimination of rodents as a means of forage protection? What specific recommendations concerning cooperative relations can be submitted for improving the efficiency of this work?*

The friendly and beneficial cooperative relations with the Biological Survey representatives are very much appreciated and it is believed desirable to further cement these relations in the interest of good range management.

The consensus of opinion of this committee is that we are justified in continuing and extending cooperative work with the Biological Survey in the elimination of rodents as a means of forage protection.

Under existing conditions present arrangements are satisfactory and changes at present are not recommended.

COMMENT:

Approved.

C. J. B.

TOPIC 12. *Under what conditions should range improvements be constructed under Regulation G-15? Under G-16? Cooperatively with the stockmen? Is it a sound objective to secure and retain full ownership of all improvements in the Government?*

We urge that a strenuous effort be made to secure adequate appropriations for range improvement. Where the need for range improvements is imperative and the necessary government appropriations are not available, advantage should be taken of the provisions of Regulations G-15 and G-16. In applying regulations the cooperation of the stockmen concerned should ordinarily be secured. The ownership of all such improvements should be vested in the government as rapidly as possible.

It is believed highly desirable for supervisors to make a special effort to secure and maintain interest on the part of permittees in the construction and maintenance of all range improvements on their respective ranges.

COMMENT:

Approved.

C. J. B.

TOPIC 13. *What should be the responsibility of the Service to the three classes of driveway users, i. e., regular permittees, G-4 permittees, and unpermitted, in the matter of providing feed, water, holding corrals, horse pastures, and shelters while the sheep are en route on National Forest land?*

In the matter of driveway use our first responsibility is to the regular permittees and it is felt that the Service is obligated to provide adequate feed and water and the necessary driveway improvements for properly handling stock while on the trails. Regular permittees on the trail are entitled to the same consideration as regular permittees on the allotment.

The approval of an application for a G-4 permit presupposes that the Forest Service is in a position to give G-4 permit holder the same consideration while on the driveway as the regular permittee. If the Forest Service is not in a position to thus take care of G-4 stock the application should not be approved.

Crossing permits should be refused to non-permitted stock when the Forest Service is unable to provide such stock with the necessary feed and water and such improvements as are needed to adequately handle the stock while on the driveway. The committee recognizes that the Forester is bound by commitment, though not by law, to allow ingress and egress for lawful purposes providing there is no serious damage to Forest resources. However the committee feels that unless crossing sheep are provided with adequate feed and water and necessary driveway improvements, damage to Forest resources are inevitable. Damage to Forest resources should be the controlling factor in deciding as to the number of stock which should be allowed to cross.

COMMENT:

Approved. We should plan on meeting the objective set up as rapidly as administrative adjustments will permit.

C. J. B.

TOPIC 14. *How far should the Region go in demanding of the driveway users:*

- (a) *Adequate feed and water prior to entering the Forest.*
- (b) *Regulated entry.*
- (c) *Extra help with each band while on the driveways.*
- (d) *Shipping instead of trailing.*

It is the consensus of opinion that it should be insisted upon that adequate feed and water be provided by owners of stock at or near the Forest boundary before the stock is allowed to enter.

Regulated entry should be required where this is necessary in order to facilitate proper administration.

At least two herders, a camp tender and a pack string should be provided with each band of sheep while on the driveway.

The practice of trucking stock where, on account of road conditions, this practice is feasible should be encouraged. In extreme cases of damage through driveway use the trucking of stock may be required.

COMMENT:

Approved. We hope to arrange a driveway conference later on for the purpose of further consideration of these and other questions of driveway management.

C. J. B.

TOPIC 15. *What suggestions are offered for an outline of material to be included in a revised and enlarged range management handbook?*

It is felt that a complete grazing handbook would be of great value in connection with grazing administration. The committee strongly recommends the revision and expansion of the present handbook. The following suggestions typifying what the committee has in mind are offered for consideration when the handbook is revised. No attempt is being made to completely cover the field since this is a project which will require a great deal more time than is available to this committee.

- (a) A detailed discussion of range improvements, supplemented with blue prints, diagrams, and maps. For instance, detailed instructions for burning out a log water trough, or for developing a spring, or for constructing a drift fence.
- (b) A sample salting plan.
- (c) Erosion and its effect on the range and methods of arresting its progress by the various types of dams most suited to this region.
- (d) A detailed discussion of the allotment management plan, including a complete sample plan for both sheep and cattle.
- (e) A discussion of minor research possibilities with suggestions for initiating and carrying through the various projects.
- (f) A discussion of cooperative agreements including sample form.

- (g) A discussion of the procedure in connection with the requiring of bonds including sample forms.
- (h) A discussion of range management.
- (i) A discussion of Ranger District management plans.
- (j) A discussion of seasons and rates.
- (k) A discussion of trespass procedure and rates.
- (l) A discussion of the annual grazing report.
- (m) A detailed discussion of Reg. T-12.
- (n) A discussion of Fish and Game policy.
- (o) A discussion of commensurability.
- (p) A complete discussion as to the procedure in connection with Reg. G-15 and 16.
- (q) A discussion of cooperation with the biological survey.
- (r) Vegetative readiness chart.
- (s) Palatability tables.
- (t) Outlines and instructions for range inspection.
- (u) Suggested outline for trespass report with maps.
- (v) Inclusion of all pertinent material now covered in circular letters.
- (w) A discussion of the term permit.
- (x) Enclosures and quadrats.
- (y) A complete discussion of non use.
- (z) A complete discussion of delinquent fees.
- (a-1) A complete discussion on ratio in changing class of stock.
- (b-1) A complete discussion of private land capacity estimates.
- (c-1) A complete discussion of applications on account of private lands.
- (d-1) A complete discussion on common or dual use.
- (e-1) A complete discussion on protection, exemption and maximum limits.
- (f-1) A complete discussion on livestock associations.
- (g-1) A complete discussion on driveways and crossing permits.
- (h-1) A complete discussion on herbariums and plant collection.
- (i-1) A complete discussion on preferences.
- (j-1) A complete discussion on grazing as a means of fire prevention.
- (k-1) A complete discussion on range and feed lot counts.

#### COMMENT:

Approved. The next revision of the handbook will incorporate the suggested topics.

C. J. B.

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## FOREST MANAGEMENT

COMMITTEE: Plumb, chairman; Bruckart, Furst, Rankin and Weigle.

TOPIC 1. *What modifications, if any, should be made in methods of cutting and silviculture in sales in the Douglas fir type? What weight should be given to strips of green timber from a fire protection and silvicultural standpoint? What should the practice be in regard to single seed trees? Logging of alternate settings—where should this system be applied?*



Cutting in the Douglas fir region under the economic selection principle obviously offers good possibilities of better financial returns to timber owners and operators. It is believed that the method will facilitate an improvement in silvicultural practice. Steps should be taken to bring about the application of the method to determine its possibilities and we recommend its trial in the near future. If the trial proves profitable, the industry in general will undoubtedly adopt it.

We recommend the elimination of the last sentence in the paragraph under "Silvicultural System of Cutting" on page 66 of the FM handbook, and the substitution of the following:

"Seed tree groups, strips and upper slope timber, and in exceptional cases individual seed trees, will be ordinarily depended upon wholly or in part for reproduction. Where the value of seed trees exceeds the cost of planting, or where natural reproduction fails or may be slow in becoming established, planting may be done through the cooperative fund."

We are also in favor of leaving for as long periods as is economically possible, blocks or strips of merchantable timber, as the operation proceeds, when blocks of low grade or immature timber are not available, for the purpose of minimizing the danger of slash burning and aiding in the natural regeneration of the cut-over area. These areas should be at least one setting wide, or a minimum of approximately 1,500 feet, so as to divide the area into practical burning units. Where areas of non-operative timber are not large enough to serve satisfactorily in dividing the sale area into satisfactory units, then sufficient adjacent merchantable timber should be left to obtain the objective.

We do not favor the leaving of individual merchantable seed trees as a standard practice in the Douglas fir type, but there may be times when it will be found desirable to leave them. We do favor the leaving of unmerchantable individual seed trees. Where individual seed trees are left some provision should be made in the contract to provide for the felling of those that may be killed by slash burning or other causes, and if this provision is not made the number left should not exceed an average of two per acre.

#### COMMENT:

Approved.

C. J. B.

TOPIC 2. *What modifications, if any, should be made in methods of slash disposal in the Douglas fir type? Value of fire lines, where located and how constructed? Advance planning and technique of slash burning on both National Forest and private lands? How can we get better results?*

We recommend that the first two clauses under "Slash Disposal" on pages 68 and 69 of the Handbook be changed to read as follows:

"The standard method of slash disposal in the Douglas fir region on areas which are clear cut and where advance growth is not a factor will be broadcast burning, and the general practice shall be to burn all such slash. In scattered Douglas fir type stands where advance growth is present and broadcast burning would do considerable damage, and in stands where the

tree selection system is practiced, piling and burning should be the general practice. However, in cases where piling and burning is not justified or practical the slash may be left. The supervisor will decide whether the slash on any area should be left or burned."

We recommend that the following paragraph be added to No. 1 (5th paragraph), page 69:

"A Forest officer experienced in slash burning should be kept on the ground continuously during the probable period of burning even though his time may not be effectively used on the sale, so that the slash may be burned at the opportune time. It is realized that slash burning is a difficult and hazardous job and that all Forest officers are not qualified. This makes it necessary that especial care be taken to place experienced and well qualified men in charge of this work."

We heartily endorse the action of the Regional Office in assigning a special officer to study slash disposal methods and cooperate with Forest officers in this work, and we believe that a sample slash disposal plan should be furnished each Forest for its guidance. Written plans should be made for each area to be burned, both on National Forest sale areas and on private land inside our protective units. Where slash outside the protective unit is a menace to a Forest, if possible written plans for reduction of the menace should be prepared in cooperation with the State protective agency and the owner of the land. An attempt should be made to get the operator on private land to so plan his work that all logging work will be completed and equipment removed on the unit to be burned, prior to September 1. On timber sales this should be required. The plan should consist of a brief statement with the map, showing so far as possible the work to be done.

Inasmuch as fire lines are essential in most cases in facilitating the movement of men and equipment around the slash area, establishing a base from which to work, and cutting up the slash area, as well as serving as a regular fire line, it is essential that the present practice of providing for them in timber sale contracts be continued.

The character of line needed should be decided on the ground by the Forest officer who will have charge of the burning after consultation with the operator. In some cases simply a blazed line or a foot trail will answer the purpose, and in other cases a fire line cut to mineral soil will be necessary; the conditions on the ground will necessarily determine the amount of work required.

#### COMMENT:

Approved. The Handbook will be amended to provide for the above policy in substance.

C. J. B.

*TOPIC 3. Discuss the adaptation and effects of the utilization policy expressed in circular letter S-109/1172 of June 22, 1931, to sales in (a) the Douglas fir and (b) yellow pine types?*

As applied to the Douglas fir region, the policy as expressed in the circular letter S-109/1172, of June 22, 1931, seems to require first the careful analysis of proposed timber sale areas to determine their salability from

an economic standpoint, and then the analysis of sale areas to determine the portions to be cut and those reserved on account of low value. The policy further applies to the utilization specifications for individual logs. At the present time we do not have the necessary basic data to make specific recommendations for changes and until we do have we believe the present specifications are satisfactory, assuming a reasonably liberal interpretation of them.

In the yellow pine region in addition to the first consideration mentioned above, the policy applies to a greater degree in the matter of tree and species selection due to the different methods of logging used. Here the extent to which trees, unmerchantable on account of quality or species, are left in the woods will always have to be limited by silvicultural considerations. The same is true for yellow pine regarding log specifications, as for Douglas fir. We feel that additional studies should be made before any changes are made in utilization requirements in our timber sale contracts.

COMMENT:

Approved.

C. J. B.

TOPIC 4. *What changes, if any, should be made in methods of brush disposal in the yellow pine type? Under what conditions, if any, should general practice of piling and burning be modified? What, if any, large scale experiments are suggested?*

We agree with the recommendation of the Pacific Northwest Forest Experiment Station in the new bulletin on yellow pine slash disposal which will soon be in print as follows:

"Flexibility should be the keynote in all slash disposal plans; blanket rules should be avoided. The method adopted for any particular area should be selected because it fits the character of the timber, the topography, the fire risk, and will accomplish the purpose for which it is intended at a minimum cost to the owner. The slash disposal plan should be so flexible that the method may be varied or a combination of methods used, even within in a single operation, to fit varying types of timber and hazards."

The instructions in the Forest Management Handbook regarding slash disposal in the yellow pine region appear adequate.

We believe that where the brush is not piled and burned that an amount, not to exceed the estimated cost of piling and burning, should be secured from the operator and placed in a cooperative fund to be used for added protection during the period of extra hazard after the sale is completed. The contract should provide that any surplus not needed on the individual sale may be used on other sales on the Forest.

Where brush is piled the general practice should be to burn all of it even though some damage may result in heavy stands of reproduction. However, it may be necessary to leave some piles for burning when snow is on the piles.

Although we believe that the most satisfactory method of brush disposal in the yellow pine region is piling and burning, yet we are faced with the fact that brush disposal by piling and burning on Forest Service timber sales has in the past cost from \$2.50 to \$10.00 per acre. This cost is a

direct charge against the stumpage and is therefore a loss to the government and the counties. The private operators have not felt justified in incurring this expense. If some cheaper method of brush disposal can be developed, which will reasonably meet the needs of fire control, this will result in a decided saving to the government and may influence private operators to avoid broadcast burning and thus leave their land in better condition for future growth. We therefore, recommend that one or more large scale experiments be initiated by the Regional office.

#### COMMENT:

Referring to the fourth paragraph, the practice of requiring cooperative deposits to provide for subsequent protection of cut-over areas in lieu of brush disposal cannot be adopted on account of legal restrictions. Steps will be taken to carry out the experiment suggested in the last paragraph at the first opportunity. Remainder of statement is endorsed.

C. J. B.

*TOPIC 5. What changes, if any, should be made in the marking practice in the yellow pine type? What should be the policy in regard to cutting the inferior species? What weight should be given to draught and insect conditions?*

The marking instructions for the yellow pine type are entirely satisfactory and no modifications are recommended. Drought and insect damage are special cases and the marking practice should be handled as at present, by considering each individual case usually with the advice and cooperation of experts from the Regional office. Further study and observation may indicate the advisability of modification of the present marking practice if drought or insect conditions prevail for long periods.

It has been suggested that the introduction of modern equipment and improved methods of logging during the past 10 years makes it practicable from a logging standpoint to vary the intensity of cutting under the tree selection system. This presents an opportunity for variation in the intensity of cutting in western yellow pine stands, for example lighter cutting with a consequent shortening of cutting cycles.

In the light of the above developments, it is recommended that the Regional Forester take such steps as he may deem advisable to ascertain the silvicultural and economic merits of varying degrees of marking and to affect, so far as is practicable such modifications in the present marking policy as his findings may justify.

#### COMMENT:

Approved. Although the results of the "Method of Cutting" studies will not be immediately available, yet we look forward with great interest to any changes in methods which may be later indicated when the project has progressed further.

C. J. B.

*TOPIC 6. Review the snag falling requirements in yellow pine sales and suggest any needed change. (In cooperation with Fire Control Committee).*

The present snag falling requirements for yellow pine sales are satisfac-



tory. However where free use is a factor there may be cases where the snags should be left for this purpose. Where snags are left an amount equal to the estimated cost of felling the snags should be deposited in the cooperative fund to be used in disposing of them if necessary.

COMMENT:

Approved.

C. J. B.

TOPIC 7. *What form for presenting the final records of the new Forest Survey inventory of the National Forests will be most useful in the Supervisor's office?*

The forms designed by the Pacific Northwest Experiment Station for presenting the final records of the Forest Survey inventory are satisfactory. The Experiment Station and Regional Office should work out uniform size map sheets for convenience in filing and use. The maps and tabulation sheets should be prepared for insertion in a binder. The type map should show the type for one or two miles on adjacent Forests and up to the exchange limit boundary on private land.

COMMENT:

Approved.

C. J. B.

TOPIC 8. *Should small scale plantings by rangers be more extensively practiced?*

We believe that rangers should be encouraged to plant small areas from an experimental and public relations standpoint.

COMMENT:

Approved.

C. J. B.

TOPIC 9. *Should planting be carried on in snag infested areas in the Douglas fir type? If so, what steps should be taken, if any, to decrease the fire hazard?*

We do not recommend planting in snag infested areas unless considerable snag falling is done so that the area may be given reasonable protection. If snag falling cannot be done we recommend that strips about 1500 feet wide be planted on ridges or other strategic places so as to secure the greatest benefit in reforestation and fire protection. Planting should be confined to the lower, more productive areas. The strip planting in the old burns where snags are present in large numbers should be held to a minimum and any balance in the planting fund used to plant timber sale areas that are not being reforested rapidly enough, or to plant cut-over areas that may be acquired through land exchange.

COMMENT:

This statement is understood as recommending, first, a standard of priority for the selection of planting areas predicated on relative productivity and fire hazard; and second, a method of treatment for snag infested areas. Timber sale areas not restocking rapidly and cut-over areas acquired through exchange are preferred to old burns, not because they possess any advantages necessarily lacking in other types but because they are usually

more productive and constitute a lower fire hazard due to fewer snags. On snag infested areas falling sufficient snags to give reasonable protection, or in the event this cannot be done, strip planting on strategic locations to secure the greatest measure of natural reseedling and fire protection, is advocated.

The above rules for determining priority are already in effect together with other (not inconsistent with them), such as accessibility and relative likelihood of restocking naturally within a reasonable time. Their application usually results in giving a high rating to timber sale areas and acquired cut-over areas, and a relatively low rank to old burns. Several projects in the first two classes have been included in past operations. However, the aggregate acreage of these more favorable areas is believed relatively small. Where any exist, they should be recommended by supervisors.

Furthermore, as regards timber sales, Service-wide policy requires that on areas cut with the expectation of natural restocking there shall be rather unmistakable evidence that this will be lacking before planting is undertaken. Where silvicultural or logging requirements indicate in advance of cutting that planting rather than natural reseedling is the desirable method, provision must be made in the contract for deposits by the purchaser to cover planting costs.

Although old burns usually rank relatively low in priority because of snags, their greater aggregate acreage gives them a position of importance in the planting program. The method of treatment recommended for them by the supervisors' committee has much in its favor. Unquestionably it would be advantageous from the standpoint of protection to fall snags prior to planting, but at the present time there is no authority to expend planting funds for this purpose. Strip planting is a possible alternative and its use on one of the largest projects in this Region is already under consideration.

C. J. B.

TOPIC 10. *What steps should be taken to increase knowledge and observation and reports on insect and tree diseases by the ranger force?*

We believe that the Forest Management Handbook should contain diagrams and a brief description of the various insects that do most of the damage in this Region so that Forest officers will know what to look for and be able to identify the insects which they find. The same would hold true for the more common fungi. Rangers should be instructed in beetle control work at future training meetings. If they know what to look for they will be able to make the necessary reports.

While some of the entomologists seem to feel that there will always be a normal beetle infestation in our forests, yet with predatory animals we do not allow them to become epidemic before applying control measures. The "swat the fly" campaign has done a lot to reduce the flies and so we feel that there is a good possibility of accomplishing a great deal by applying beetle control measures while in the incipient and normal stages. It is recommended that an experiment be made on at least one Forest to determine if this practice will not eliminate to a large extent the epidemics and thus prove more economical in the long run than the present practice.

## COMMENT:

The completion of a forest insect manual for use of Forest officers in this Region is scheduled for March 1. It should reach the field about March 15. The manual will be illustrated and it will contain information on the administrative aspects of insect control projects as well as descriptions of the insects and their work. The Office of Forest Pathology states that Dr. J. S. Boyce's recent illustrated publication "Decay in Pacific Northwest Conifers" covers the decay phase of forest pathology in simple, understandable language. The publication costs 60 cents and can be purchased from the Yale University Press, New Haven, Connecticut. Each supervisor's office has one copy of this publication. A mimeographed report entitled "Diseases of Commercially Important Conifers in the Pacific Northwest" was issued in September, 1926, by the Office of Forest Pathology and is substantially in the same form as it appeared in the 1923 Study Course. This 40 page report is not illustrated. Extra copies are not available but the men who kept the 1923 Study Course data have most of the data included in the 1926 revision.

The possibility of preventing destructive beetle outbreaks in yellow pine by reducing normal infestations to the lowest possible point has been frequently considered by timber owners and foresters in Oregon. It has never been tried out in Region 6 but in California the Forest Service tried the plan on a large scale on the Sierra National Forest about ten years ago. A yellow pine area containing only normal infestation was covered by control operations in three successive years. It proved impossible to whittle down the infestation below a certain point and when a sudden increase occurred in the beetle losses in yellow pine on other parts of the Sierra Forest, the cleaned area also suffered from the severe beetle losses to such an extent that this method of insect control was deemed a failure. The feasibility of trying a similar experiment in this Region will be considered during 1932 if a properly isolated yellow pine stand of high value containing only normal attacks and entirely in Federal ownership can be found. It is difficult to get money for such work when there is a shortage of money to fight epidemics already in progress. The best expert opinion is against the success of such an attempt.

C. J. B.

TOPIC 11. *What, if any, special utilization problems on the National Forests should be referred to Forest Products for study?*

No general recommendations for special utilization problems are made. The questions now being made on private land will be of value on National Forest land as well. Where individual cases occur on which advice is desired, they should be referred to the Regional office for action.

## COMMENT:

Approved.

C. J. B.

TOPIC 12. *What should be the Regional program in preparation of timber management plans? What should be the function of the Regional Office? Of the Supervisor's office?*

Each Forest should decide where management plans are needed and the approximate time they will be needed, assuming that the plan will be made before any large sale is made in the working circle.

When the need for a management plan arises a specialist from the Regional office should be assigned to the Forest to work with the supervisor and staff in the preparation of the plan. The essential points of the plan should be completed at the supervisor's office. The above also applies to the preparation of the policy statement.

#### COMMENT:

Both of these jobs are among our most important. The care and thought they demand should be the best the region can devote to them. Assistance from the regional office will be afforded so far as considered necessary and practicable.

C. J. B.

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## RESEARCH

TOPIC 1. *Is the present program of forest research meeting the supervisor's needs? Will it answer the questions they want answered, and which logically should be answered by research? Should more or less emphasis be placed on any particular line of research activity?*

The present program of Forest research will meet the need of the supervisors. Emphasis should be placed on the studies which have apparent possibilities of definite solution such as the slash disposal study, seed dissemination, and the economics of selection logging study, etc.

#### COMMENT:

Subjects of great importance to the Region not included in the present research program are those pertaining to Range Management. Immediate institution of research in Range Management, and in water conservation and erosion as related to Forest and Range Management, would be of value on all Forests east of the Cascade Range.

C. J. B.

TOPIC 2. *Are the results of research getting into application as fast as they should, and if not, what should be done by both the research and the administrative organizations to bring this about? How can the Experiment Station disseminate its findings and those of other Stations more effectively to the supervisors and field forces?*

We believe that quicker application of current findings might be obtained through more complete coordination between the Experiment Station and the Regional Office. Dissemination of results should come to the supervisors through the Regional Forester. Unified effort is essential for best results.

#### COMMENT:

It is not understood that this means discontinuance of direct contacts between the Experiment Station and the Supervisors in the dissemination



of findings, but that increased activity from the Regional Office in placing results before supervisors for actual application in specific cases, was in mind. With this understanding, the report is approved. Undoubtedly increased contact with research projects by the supervisors and regional office men during their progress would result in better understanding and, therefore, greater interest in application. After all, research work is the foundation stone of our progress. To be done effectively, it must be carried out by a separate organization which can concentrate on projects continuously. All the projects are valuable to forestry and many of them directly to our administration. These matters were discussed at some length at the meeting.

C. J. B.

*TOPIC 3. How about minor studies? Should there be more or less participation by the forest personnel in such studies and in field work connected with major research projects? Should there be more details of the forest personnel to the Experiment Station, primarily for the purpose of keeping field men interested in and intimately acquainted with the solution of technical problems? On what particular line of studies would such details be desirable?*

We believe that the present program of minor studies calls for all the effort from the local force that should be expected under present conditions. Experiment Station men should invariably contact local rangers, and instructions should be given to the rangers to give experiment station men full cooperation. Distinct rangers should know the location and purpose of all experimental projects in their districts.

Details of Forest personnel to the Experiment Station are desirable but they should not be made to the detriment of the work on the Forest. Details on projects which are an immediate problem on the Forest concerned should be given priority.

#### COMMENT:

The amount of time for development work will depend largely on (1) appropriations and effectiveness of our accomplishments in execution of work, and (2) the need for carrying on special projects, such as the Forest resource Survey. The preparation of the supervisory work plan will assist in determining the amount of time available for minor studies and administrative studies.

C. J. B.

*TOPIC 4. Should the supervisors have more participation in the Investigative Committee? Is the Investigative Committee report serving a use on the Forest, and how should it be improved?*

There should be at least two supervisors on the Investigative Committee, one from the East Side and one from the West Side.

The Investigative Committee report is of little use on the Forests in its present form because of the difficulty and time required in finding the material of local interest. We recommend that projects of immediate concern or results of value to the Forests be either specifically designated in the report or else briefed in a separate memorandum.

## COMMENT:

Attention will be given to setting out projects of immediate concern and valuable results in the investigative committee report.

C. J. B.

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## LANDS

COMMITTEE: Kuhns, chairman; Moir, Hall, Harpham, Shelley and Sherrard.

### TOPIC 1. RECREATION AND USES.

(a) *What consideration should be given recreation work in making allotments of funds for permanent and temporary personnel? What should be the policy controlling the use of guards on recreation work? What conditions should control placement of guards on recreation areas?*

This committee feels that each activity should stand on its own feet and that allotment should be ample to provide for adequate (supervision and) administration of each activity. Therefore we ask the Regional Office to make a special effort to secure funds for the employment of temporary personnel for recreation work. In the past, funds for such work have been so limited that aside from some recreational improvements, the bulk of recreational work has been done on contributed time, paid for almost entirely from P. summer funds.

Inasmuch as the present trend in fire control is toward the placing of firemen on strategic points to augment detection and as this undoubtedly will result in moving many firemen from stations where in the past they have been able to do valuable work along recreational lines, obviously it is going to be necessary to: (a) Secure at least enough money for recreation work to offset the loss of contributed time which has been available in the past, or (b) curtail recreation work, or (c) make due allowance for recreational needs in locating members of the protection forces so that both fire control and recreation can obtain the maximum benefits. Action on items (a) and (b) is largely beyond our control, but this committee would like to emphasize the need for proper correlation of fire control and recreation mentioned in item (c). Proper administration of recreational use results in effective work in fire prevention as well as other PR work and highly essential work in sanitation at recreation areas. We are of the opinion that the fire prevention work done, including the psychological effect of having firemen at or near the area, justifies the use of protection funds in paying for the entire salary of short term men who may be stationed at important recreation areas, at least until funds are allotted specifically for this purpose.

Owing to the enormous increase in the recreational use of the National Forests a certain amount of recreational work in the field is so essential that it must be done even though funds for that specific purpose are not available. This committee does not feel that any formula can be worked up to govern the amount of time which short-term men should spend on recreational work but the number of users, and the fire hazard caused by them

should be given more weight than other considerations.

Recreational use and fire control work are so interrelated that, regardless of how each activity is financed, the Forest Supervisor should use the men and the funds for these activities in accordance with his conception of the needs of each.

On most of the forests the amount of recreational use does not warrant the employment of permanent personnel to handle this activity, and all that is needed on such forests is the help of the recreation specialist in the Regional Office. However, the large volume of recreational work on a few forests and the estimated increase in such work undoubtedly takes or will take such a large part of the time of the Regional Office man that even now he can not devote enough time to the forests which have less recreation work but still need some assistance in handling it. For this reason, we feel that an effort should be made to secure funds to finance the employment of a limited number of men (say three), each one to be assigned to forests having heavy recreational use for the purpose of having him handle this activity. This should reduce the time which the Regional Office recreational engineer otherwise would have to devote to that forest and increase the amount of attention which he could devote to the other forests.

#### COMMENT:

Approved. An attempt has been made—unsuccessful so far—to obtain a Junior Forester with landscape training and bent to work into our organization on a Forest. One or two, at least, good men in recreation planning work should be coming along to deal with these problems in the future.

No. (c) in the second paragraph of the report is considered a reasonable expression of a proper policy.

C. J. B.

(b) *What changes, if any, are needed in regard to requirements now placed in special use permits including resorts, summer homes, club houses, etc., for buildings; for fire prevention; for sanitation? Should a clause be added to special use permits requiring compliance with the State game laws? Should Forest Service buildings adhere to policies required of permittees?*

This committee believes that the present list of standard clauses listed in the Manual for insertion in special use permits is satisfactory but that the Lands Handbook should give a more complete list of clauses applicable to Region six special use cases together with a brief explanation as to the applicability of each clause. No additions need be made to the printed Forms No. 832. Insertion of standard or special clauses, including one requiring compliance with the State game laws, should be optional with the forest supervisor.

Some question has been raised as to the advisability of revising clause 5 in the annual permit and clause 6 in the term permit forms so as to include all special use permittees and particularly those holding permits for summer homes or residences. This committee feels that the second paragraph Regulation L-1 gives the Forest officer the necessary authority to handle cases of violation by the permittees of State or Federal laws.



This part of the regulation reads: "All special use permittees must comply with all State and Federal laws and all regulations of the Department of Agriculture relating to the National Forests and conduct themselves in an orderly manner." We recommend the elimination of Clause 5 in the annual permit and 6 in the term permit forms, if there is no urgent reason for their retention, and changing Clause 2 to read as follows:

The permittee shall comply with all requirements of the laws of the State of.....as well as the laws of the United States involving the occupancy and use of the premises, and with the regulations of the Department of Agriculture governing the National Forests. The permittee shall observe all sanitary laws and regulations applicable to the premises, and shall keep the premises in a neat and orderly condition and dispose of all refuse and locate outhouses as required by the Forest officer.

Forest Service buildings should conform to standards required of special use permittees under similar conditions. Old buildings should be brought up to date in this respect as fast as funds are available.

#### COMMENT:

Approved.

C. J. B.

*(c) What changes, if any, should be made in our policy regarding recreation planning and procedure? What should be the function of the Regional office? Of the Supervisor's office?*

The administration of recreational use of the National Forests is a comparatively new and a fast growing activity and one in which we have not had enough previous experience to justify the laying down of hard and fast rules of procedure. We must learn by doing the job in accordance with the best information available but not by limiting our efforts to conform to what has been done in the past. Initiative in handling the work should be encouraged through the granting of all possible leeway to those responsible for the planning for and the administration of recreational uses.

This may result in mistakes being made but this is not as dangerous as a feeling that a local organization is not able, or competent, to cope with its own recreational problems. Some supervisors feel that Region 6 policies in recreation work tend to engender such an attitude on the part of the field men. It is the opinion of this committee that the underlying reasons for this are: (a) The willingness and sometimes even eagerness of supervisors to have the Regional office take over the job of making recreational plans which should be the function of the supervisors, and (b) what appears to be an ultra-conservative policy in the Regional office and possibly in the Washington office relative to the preparation of, and adherence to, recreational plans.

It should be the function of the Regional office to secure and transmit to the Forest Supervisor all available information relative to the administration of recreational use, and to utilize the services of the Regional office recreation engineer in assisting the supervisors in an advisory capacity, especially in the preparation of recreational plans.

The supervisors should take the initiative in anticipating the needs for



perfecting plans and in the preparation of forest and unit plans and in carrying out the details of these.

#### COMMENT:

There was considerable discussion of the above topic on the floor and although a report was adopted by a narrow margin, it is believed that Supervisor Fenby expressed the problem well when he stated that the local forest organization is in dire need of help when it comes to handling the recreation planning. The work of making the general plans, as for instance, how various tracts of land along an important highway or lake should be handled in the future from an occupancy standpoint, needs a background of experience, appreciation and ability to forecast trends and developments. Many of us lack certain of these qualifications and the need for the Regional specialist is fully acknowledged in the report under topic (a) above. The recreation planning itself consequently demands the best we can give to it both on the part of the local force and the Regional office. With plans agreed on and placed into effect, it is incumbent on the local force to handle the developments under the policies in the plan. Plans which are wisely made can be adhered to. A laxity in carrying out of plans would nullify their effectiveness and decrease the thought and care placed on their preparation. The Regional office policy is to make changes in such plans only on a more or less conclusive showing of the wisdom of reclassification. Conservatism has prevented a great many mistakes. Unlike many mistakes made in other lines of work, mistakes in recreation planning, uses and occupancy remain before the eyes of Forest officers, inspectors and the public for decade upon decade. They are along main traveled highways and in much frequented spots and very much in view. These facts demand conservatism.

C. J. B.

(d) *Discuss the policies on handling roadsides on main and other classes of highways and roads, and develop any changes or elaborations which should be made, including (1) timber reservations from sales; (2) land exchange acquisitions; (3) character and roadside planning of structures, including telephone and transportation lines, borrow pits, stock piles, etc., whether State, Forest Service, or under permit.*

Regulation L-7 needs no amendment. The instructions and particularly the statement of the Forester's policy in letter L, Recreation, Roadside strip of March 16, 1931, states as fully and definitely as could be expected what the requirements are as to the conservation of roadside beauty.

Scenic, inspirational, educational and recreational qualities of forest lands have been defined so recently and appreciation of these values by the field force has had so short a time to develop that progress in conservation of roadside beauty up to the present necessarily has been slow. The brief instructions in the Manual regarding timber reservation from sales along highways and roads are sufficient and satisfactory. Acquisition of roadside strips of timber by land exchange ordinarily is impracticable and we believe that this method of acquisition is fraught with danger. Pressure from communities and organizations to acquire roadside strips should be met by requiring that excess of cost over value for timber production should be paid

by outside agencies.

Roadside structures should be so designed and located as to impair as little as possible the forest atmosphere. Structures within sight of the road should be limited to those indispensable for public service and should be as unobtrusive as possible. Pole, telephone and transmissions lines should be screened from recreation highways so as to be concealed from view from the roadway, or be made unobtrusive to the fullest extent practicable.

We emphasize the value of the existing formal step in procedure that the supervisor be notified of the date when field work on surveys for highways by either the B. P. R. or State Highway Department will start and also of the date when actual construction work will begin in order that the Forest Service may be represented on the ground and do what it can to prevent unnecessary destruction or impairment of recreational values.

#### COMMENT:

Policies and restrictions on roadside timber preservation both in timber sales and land exchange and in uses, have been defined in the Lands Handbook for the past few years and considerable progress has been made on the point of preventing timber cutting and in preserving much of these values. Activity and continual alertness is necessary if depredations are to be prevented along some portions of the thousands of miles of highways on National Forest land. Mistakes of this character are again, like recreation mistakes referred to in the comment on topic 1 (c), very much in the public view since they will confront each transient traveler. The necessary definition of policy and restrictions have been issued. It is up to each one of us to understand them and to prevent mistakes.

Acquisition of roadside strips by land exchange is fully discussed in the Lands Handbook. A small amount of acquisition of roadside strips on the more important state highways may be effected under the land exchange procedure in which allowance would ordinarily have to be made for a considerable portion, at least, of the value of the standing timber.

C. J. B.

(e) *Develop the policies which should be in effect in handling shoreline strips of recreational value on lakes, rivers and streams, including (1) timber reservations from sales; (2) land exchange acquisitions; (3) character and planning of structures, including boathouses, residences, docks, fish hatcheries, waterwheels, refrigerators, etc.*

Since it is acknowledged by all that recreation on the National Forests is on the increase and may be expected to continue to increase for many years to come, we feel strongly that shoreline strips along lakes, rivers and streams which have or will in the future have considerable recreation value, should be scrupulously guarded against any exploitation that will seriously jeopardize such recreational value.

- (1) Applied to timber sales this would ordinarily mean that (a) no cutting at all should be permitted, or (b) light or selective cutting should be allowed under the supervision of a forest officer competent to appraise recreational values.

- (2) If offered land in an exchange is involved, no cutting, grazing or other rights should be sanctioned that would conflict with the policy outlined under number one.
- (3) The policy in reference to residence buildings and structures of any kind in fact, should be to incorporate in the Special Use permits sufficiently specific clauses to insure against the erection of a type of structure that would materially detract from or be in unrelated contrast by color or otherwise, to the naturalness of the setting. In making surveys for summer residence and other buildings, the objective should be to plan the layout in such a way that shoreline strips are left in as near their natural state as possible and with the definite policy in mind that the public at large will not be excluded from the privilege of a passageway along the shoreline of the lake or stream. Particularly along lake shorelines, the plan should provide for the location of structures of all kinds sufficiently back from the immediate shoreline as to be largely if not wholly invisible from a boat on the lake or an observer from the opposite side of the lake. This presupposes that there is sufficient timber cover within reasonable distance of the shoreline to consistently apply this policy.

COMMENT:

Approved.

C. J. B.

(f) *What changes, if any, are needed in present standards of camp ground planning and improvements. signs, sanitation, fire prevention, etc.?*

Standards of camp ground planning and improvements must be adjusted to changing conditions of recreation use. Recent construction of many highways across national forest lands has not only increased the number of visitors to recreation areas but has changed the character of the use, which is made of many of them. While there are more campers, the proportion of picnickers and one day visitors has greatly increased along the recreation roads. Heretofore emphasis has been on the cheaper forms of sanitation and fire proofing. Pit toilets, garbage pits and cheap fireplaces have been multiplied almost to the exclusion of any other type of improvement. We believe that there is need for other types of improvements as a means to encourage concentration of certain classes of visitors at camps or picnic grounds which have already been developed and made sanitary and safe from fire. Tables are badly needed at most of our picnic grounds and would help more than any other type of improvement to concentrate visitors on picnic grounds which have been or may be designated as areas where camp fire permits are not required. Tables with benches attached can under present conditions be constructed at a cost of from 1 to 2 dollars for material. Standard shelters or even shelters of cheaper types for protection from rain and wind would, next to tables, help to concentrate visitors at designated camp grounds. Dust often unites a roadside picnic ground for use, particularly where the soil is light. We believe that there are some parts of certain forests in which camp ground development has reached a point where tables, shelters, substantial stoves, dust control, and perhaps other types of improvements are more important than further multiplication



of toilets, garbage pits and registration booths.

COMMENT:

Approved.

C. J. B.

(g) *Discuss Service and Regional primitive area policies and indicate any changes or elaborations which should be adopted.*

The Forest Service policies relative to primitive areas are broad and liberal enough to fit almost any case, but if full advantage were taken of the leeway provided in the National Forest Manual, eventually there would be little or nothing left in a primitive area to justify the name.

This committee feels that if Region six primitive areas are to serve the purpose for which they were established there should be the minimum of development in the form of roads, trails and buildings consistent with the need of such improvements for fire control; also that before any road is constructed into a primitive area the Forest Supervisor and Regional Forester should determine whether or not equivalent protection could be furnished in some other way.

This presupposes that primitive areas will consist, for the most part, of areas which are now undeveloped and for which there is no urgent need of any development except for fire control purposes and that the timber and other values are not high enough to warrant extensive development even for fire protection.

When grazing is of little importance, the forage undoubtedly will consist of little more than what will be needed for campers, horses and wild life, or of small meadows and glades which will be reserved for camping places. When such conditions exist the use of the area for grazing cattle and sheep will have to be discontinued eventually. On primitive areas embodying valuable forage resources capable of carrying large numbers of stock, there should be no real interference between grazing and recreational use providing that the stockmen and the recreationists can be convinced that a "give and take" attitude on the part of each is desirable and necessary so that each will respect the rightful needs of the other.

The integrity of primitive areas can be maintained only if all the details of the establishment and operation of each area are given very careful consideration prior to the preparation of the formal report on the area and its approval by the Forester so that the necessity for any modifications in the plan later on will be held to the minimum.

If mistakes in judgment have occurred in the preparation of a primitive area plan and the need for remedial action is obvious the decision as to whether or not the Forester should be requested to modify the plan should be based on the merits of the individual case. Care should be taken not to establish undesirable precedents in this respect.

COMMENT:

Approved.

C. J. B.



## TOPIC 2. LAND EXCHANGE.

(a) *What policy should be followed in trading away National Forest land and timber in land exchanges? What stress and priority should be given this type of exchange?*

This committee believes that the policy in land exchange should be to secure for the public the maximum of basic National Forest benefits. That where this can best be done by an exchange of land for land such trades should be encouraged, especially so when the predominating values of the lands traded are not basic in character. Such policy should not result in letting go of small tracts of land at present valuable for other purposes but which will eventually be needed in connection with forest administration.

Priority in this type of exchange as indicated on page 83-L of the Manual appears satisfactory.

### COMMENT:

Approved.

C. J. B.

(b) *Discuss the conditions and policies which should govern in exchanging National Forest grazing lands for timber producing lands.*

Exchanges of National Forest grazing lands for timber producing lands will be limited for the most part to Forests on which Range Management is an important activity.

Therefore the interests of grazing permittees as well as those of the Forest Service should be taken into consideration.

Exchanges of grazing land should be avoided to the fullest possible extent consistent with the Forest Service objectives in land exchange if such exchanges would result in private monopoly of range land or if they would cause serious financial loss to established users of the Forest range.

Such a policy ordinarily would not conflict with the instructions in the National Forest Manual relative to the priorities of various kinds of exchanges.

National Forest grazing land can be traded away without undue interference with Range Management work in case the land is a part of a natural grazing unit, the grazing use of which is controlled by private land which cannot or should not be acquired by the Forest Service. The land involved ordinarily will be adjacent to or on the National Forest boundary.

In addition there will be cases in which the loss of National Forest grazing land will be more than offset by the acquisition of timbered or cut-over land which is equally valuable for grazing and may be highly desirable because of watering places or because the Forest Service, in acquiring the land, would gain control of a natural range unit.

In Region 6 there are few large blocks of National Forest grazing land which have no present or potential value for timber production. It is doubtful if there will be much occasion for exchanging any large block of range land situated in the interior of a National Forest. Such areas usually are in high mountainous regions and would not be desirable to stockmen to the extent that they would be interested in acquiring them through

exchange of land for land. Also the question of watershed protection would warrant very careful consideration being given to the possible need for continuance of Forest Service control of grazing on large blocks of range land within important watersheds.

The committee does not feel that additional instructions are necessary to govern exchanges of National Forest range land for private land, but it does wish to emphasize the point that the existence of non-timbered grazing land within the boundaries of the National Forests is not in itself sufficient reason to automatically class such land as suitable base for land exchange purposes.

#### COMMENT:

It is understood that avoidance of exchanges of grazing land whenever such exchanges would result in private monopoly should be read in connection with subsequent statements in the report favoring trading away grazing land where land is part of a natural grazing unit controlled by private land not desirable for National Forest acquisition and that in some cases the loss of National Forest grazing land will be more than offset by acquisition of timbered or cutover land equally valuable for grazing. With this understanding, the report is approved. The committee outlines the considerations which should be borne in mind in this type of exchanges.

The matter of possibilities of consolidating National Forest land into better administrative units through the use of this type of exchanges must be an ever present urge for their consideration. At times like the present when tri-partite exchanges are possible only to a limited extent because of decrease in receipts, attention should be intensely directed to possibilities of exchanges involving land for land.

C. J. B.

(c) *What policy should be adopted in regard to acquiring lands secured at a lower price because of issuance of ten year grazing permit? What policy should be adopted regarding acquisition in exchange of cutover lands and lands covered by grazing reservation?*

Grazing reservations can be divided into two classes; (1) those in which the proponent reserves the right to graze the offered land free of any Forest Service charge for a stated number of years, (2) exchange agreements which provide that the proponent, or possibly his agent or assign, will be granted a term permit by the Forest Service.

Assistant Forester Kneipp is of the opinion that an outright reservation of grazing use cannot be granted legally. Inasmuch as mineral and timber reservations are authorized, it would appear that the same policy should apply to grazing reservations. The committee recommends that a test case be initiated under favorable circumstances and an effort be made to secure the passage of legislation which would legalize such grazing reservations if such action is necessary, and if the need for it in exchange work warrants the effort required.

It is assumed that either kind of grazing reservation will enable the Forest Service to acquire the offered land at a reduction in price or that the reservation will be an added inducement to the land owner to make the

exchange.

In the case of an outright reservation of the right to graze the land, the Forest Service would have no right to administer the grazing of the newly acquired land during the period of the reservation and would collect no grazing fees during that time. If the Forest Service obligated itself to issue a term permit as a part of the exchange agreement, the Service would collect the grazing fees and handle the range in the same way as it would in any term grazing permit, and undoubtedly would have the right to cancel the permit for serious violation of the terms of the permit. This in itself would make the latter type of reservation more desirable than one in which a grazing right is retained by the proponent. The county or counties involved would share in the increased grazing receipts which would be received for the term permit and the Forest Service also would avoid the possibility of being criticized for using a non-taxable grazing right as trading stock in exchange work.

Usually a grazing right would have a higher cash value than a term permit—especially if the proponent was not desirous of using it himself and this should enable the Forest Service to get the land at a lower price than would be possible if a term permit were involved.

On the other hand, the issuance of a term permit would involve such questions as the status of the term permittee, especially if he were not qualified to receive a grazing permit because he did not own commensurate ranch property or because he was not within the zone of dependency established for the Forest. In this connection the committee recommends that local range management standards and policies be given all possible consideration when land exchange agreements involving grazing reservations are being worked up.

In the foregoing discussion of grazing reservations the committee has considered the question assigned to us without tying the subject into the instructions in the Forest Manual.

Reference already has been made to the question of the legality of outright reservations of the grazing use of the offered land and the recommendation that a test case be initiated was made for the purpose of clarifying this issue.

Going further and by referring to page 80-L of the National Forest Manual we find the following instructions: "Reservations of rights in offered land should never be employed merely as a means of reducing the cost of the land to the Government, but should be exercised only when necessary to properly consummate an otherwise desirable exchange clearly in the public interest despite the reservation proposed."

The Committee is of the opinion that a grazing reservation in itself seldom, if ever, will prove to be advantageous to the Forest Service in administering the grazing resources and may complicate range management work. However, if such a reservation is necessary in order to consummate an exchange, it might eventually help in range management work by enabling the Forest Service to add to, or consolidate range units. In such case the necessity of including a grazing reservation in order to make the exchange would be the deciding factor in including or excluding the reserva-

tion in the exchange, and the reduction in the price of the offered land would be given little or no consideration although a material reduction in price ordinarily should result from the retention of an outright grazing right by the proponent and also from the granting of a term permit if the latter is required as a part of the exchange agreement.

This leads us to the conclusion that grazing reservations, and in particular outright reservations of grazing use in the offered land, should not be used to expedite exchange work by reducing the cost of the land to the Forest Service, except in particularly meritorious cases in which sufficient timber sale receipts were not available to consummate the exchange, or cases in which the proponent expressly stipulates that a grazing reservation be included in the exchange agreement.

#### COMMENT:

I wonder if the surface has been scratched in the development of the use of grazing reservations in furtherance of proper and authorized objectives in land exchange work. In point of fact, an array of figures can be easily obtained showing financial advantages to the grazing permittees which would accrue by turning over their land to the government at low prices, grazing rights being retained for a few years. The question is whether a combination of financial advantages to the private owners and consummation of desirable exchanges under the Service policies cannot be effected. The possibilities are, therefore, promising and speak for continued further study, trial in specific cases and development of such policies and procedure as may prove possible.

C. J. B.

(d) *What changes, if any, should be made in the procedure for grading cutover lands? Should the "stocked quadrat" method of estimating density of stocking be used?*

We believe that the grading of cut-over lands procedure for exchange purposes should conform as to essentials with the procedure used in other Forest Service activities.

We believe that in principle the "stocked quadrat" method makes for clearness in instructions, simplicity in executions and elasticity in application, and we favor it. We suggest that the Regional Office work out for FM, FC, Lands, etc., such variation in size of quadrat, intensity of application, and definitions as to satisfactoriness of stocking as may be best suited to the activity concerned.

We feel strongly that uniformity in procedure to the fullest extent indicated by sound business principles is important here, as elsewhere in the Service.

#### COMMENT:

The Office of Lands will work out with FC and FM a method or methods for this grading work which will be as uniform as possible. The method or methods will be developed and instructions issued this coming summer.

C. J. B.



(e) *Topic added by Committee.*

In view of the curtailment in timber sales, and the resulting shortage in land exchange funds, it is urged that an effort be made to secure an appropriation for the outright purchase of second-growth lands of high basic National Forest value on those Forests which because of lack of mature merchantable timber or inaccessibility cannot be expected to acquire such lands by the use of their own receipts.

#### COMMENT:

This matter is discussed and commented on on page 78 of the Committee reports and approved by the Washington Conference of Regional Foresters of 1930.  
C. J. B.

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### PUBLIC RELATIONS

COMMITTEE: Kuhns, chairman; Moir, Hall, Harpham, Shelley and Sherrard.

TOPIC 1. *What steps should be taken to explain what "forestry" means in the Northwest? Forestry is neither solely tree planting, or fire protection, or economics, or recreation, or a tax question. What should be done to sell the idea of the National Forests as assets to the States?*

TOPIC 2. *Public understanding and appreciation of many of our problems is a foundation stone in many of our accomplishments. What new or additional attempts should be made to increase this public understanding of Forest Service administration?*

From the viewpoint of a Forest Service official, "Forestry" means the administration of an area on which timber is, or should be, growing, so as to properly utilize, protect, perpetuate and improve all of the resources of wood, water, forage and scenery on that area.

The lumberman, stockman, recreationist, irrigationist, and other users of the forest feel that forestry is, or should be the management largely of the particular resource in which he is especially interested. We must not overlook the individual who represents each one of us—the ultimate consumer and user of the products of the trees. Numerically, he exceeds all the others but he usually has the least to say about forestry in spite of the fact that wherever he is, whatever he does, he is dependent to a greater or less extent on the products of the trees.

As foresters we should endeavor to capitalize this interest in the forests and convert a specific interest in one phase of forestry into a broader conception of the whole field of forestry, which gives due weight to all of the many uses and services of the forests.

Broadly speaking, there are three important groups with whom forest officers must deal in public contact. These are:

1. *Business men*—to whom forestry appeals must be largely economic, through forests as assets of the community, county, state or Nation.

2. *Recreationists*—to whom the appeal of the forests and outdoors does not have to be made but the need is for an understanding of forestry since

recreation is only a part of forestry management.

3. *Young People Groups*—this group is most easily reached and contacts made and work done with them are of lasting value. Most of such groups are highly organized and contacts and educational efforts must be made through their leaders.

Realizing the intangibility of "selling forestry" to the public as well as the difficulty of translating generalized statements into terms of specific action and objectives, and also realizing the necessity of enlisting the active help of the public, the following are offered as possible means and methods to be used:

1. Wider and more careful use of the County Unit studies and Lands Tax Statement with bankers, business men, certain county and State officials to the end that such men of influence may have a clearer idea of the part the National Forests are now playing in the economic life of the community, county and state.

2. Fuller appreciation and use of carefully selected forestry committees in chambers of commerce or other important local body to assist in bringing home to such communities what forestry, forest management and protection mean to the community, county and state.

3. Fuller cooperation with groups of young people to get them started on forestry study projects, particularly 4-H Forestry Clubs, Boy Scouts and DeMolays. Often this cooperation means only getting groups started, as in 4-H Clubs work, which is a self-perpetuating organization and will carry on.

4. More careful advance planning to contact more influential persons on "show-me" trips.

5. More thought and attention needs to be given to training short-term force in the main essentials of public contacts, certainly those men whose work will mean meeting the traveling public. Thus trained, the short-term force will not only bring better public returns during the summer, but may act throughout the rest of the year as friends and supporters of National Forest policies.

6. Small forestry demonstration areas or outdoor exhibits offer opportunities to sell real forest and range management to the public. Such areas should be given careful consideration on each National Forest and a few of such areas carefully selected, laid out and posted.

7. Public forestry talks and lectures should be aimed more at specific problems and particular localities or "sore spots". Such talks should be continued and extended as more funds become available.

8. The percentage of man-caused and especially smokers', lightburning and incendiary fires are increasing. This calls for more and better public relations and more funds for fire prevention through the diversion of larger amounts from fire presuppression and suppression in the Region.

9. Local and County forestry exhibits and full cooperation with the press are valuable and should be continued.

## COMMENT:

Approved. This is an excellent statement. The 9 points set down cover a broad field of PR endeavor; it remains now for the Forest supervisors and rangers to carry these out, with such assistance as the R. O. can give them.

C. J. B.

TOPIC 3. *What is the value of, and what weight should be given "show me" trips in our work? Who should be shown and how far should we go in this?*

Show me trips have been of real value in selling forestry and Forest Service administration. Considering the time and expense involved, they can be made productive of greater benefit to forestry and the Forest Service than almost any other Public Relations activity, providing that careful consideration is given to the selection of the individuals to be taken on such trips and the objectives to be gained.

## COMMENT:

Approved.

C. J. B.

TOPIC 4. *Analyze the light burning sentiment in Region 6 and prepare a program indicating what should be done about it.*

Your committee defines "light burning" as the repeated and deliberate burning of the forest understory with the idea of producing one or all of the following results with the least effort and expense:

- (a) Additional or more accessible forage for livestock.
- (b) Removal of encroaching brush or reproduction from cultivated fields.
- (c) Reduction of the fire hazard.
- (d) Easier or more attractive hunting and fishing.
- (e) Exposing the mineral soil so it may be more readily seen by the prospector.

We believe that this problem is of the most serious concern in Region 6 on the Umpqua, Siskiyou and Crater Forests but that in other localities where it has not been an issue in the past, the fact that we spent large sums of money last year on fire suppression has led to an effort on the part of the local people to justify their pleasure in receiving this additional income, first by wondering whether or not some burning of the forest was desirable, and finally by more or less open discussion and advocacy of the merits of light burning.

We feel that those imbued with the light burning idea may be divided into three classes: (1) those who advocate light burning but do not practice it, (2) those who practice light burning on their land in accordance with the restrictions imposed by the law, (3) those fanatics whose zeal for the cause and other motives lead them to practice light burning indiscriminately—of these, class 1 is of most importance since it includes men of consequence who can make their voices heard. Class 3 approximates the ordinary incendiary and should be dealt with in a similar manner. Class 2, like class 1, needs to be educated but so long as the effort to carve farms out of the forest continues, and shiftless individuals exist, class 2 will have to be reckoned with.

Distinction should be made between light burning and incendiarism. The latter is periodic or seasonal or an individual action, prompted by spite, maliciousness, hope of getting work, or from a cracked or abnormal brain. It may be practiced by an individual, a family or by groups.

Light burning on the other hand is the belief that to burn over the forest floor annually or periodically will remove the mass of inflammable material on the ground, such as grass, weeds, needles, brush, limbs, logs, etc., and thus be a real benefit to the forest.

It is recommended by this committee, therefore, that the Pacific Northwest Forest Experiment Station initiate experiments on one or more of the Forests mentioned above that will definitely prove the fallacy of the light burning idea; That these experiments be given public demonstration on the Forests concerned and the results be printed and given wide distribution throughout the Region.

It is also the consensus of opinion of this committee that (1) the branch of Public Relations should make a drive to educate the people in the vicinity of these Forests and elsewhere as to the requirements of the recreationist and the fact that the presence of smoke in any locality will materially reduce the number of tourists that will sojourn there, (2) further study be made of the effect smoke has on the ripening of prunes and other fruit and the findings be given publicity, (3) a rigid law enforcement program be carried on to dispose of the incendiary fires started under the guise of light burning.

#### COMMENT:

Approved in general. As to the last paragraph: The R. O. can and will give all possible assistance on the 3 points set down, but as to No. 1, this means securing specific figures as to reduction in tourist or resort business on account of large fires from your local Forest resorts and should be secured by the Forests. It means consulting local resort and hotel registers and records of gas and other supply sales for periods just before, during and after large forest fires in your community. Here is a specific and worthwhile job for your local forestry committee or secretary of your local Chamber of Commerce.

The R. O. will take up with Oregon State College and Washington State College the matter of effect of forest smoke on fruit and other crops. (See Incendiary fires—Topic 2, Fire Control)

C. J. B.

#### TOPIC 5. PUBLICATIONS:

a. *Are the general classes of publications the Service now issues sufficient, or should there be more leaflets of the "Good Manners in the Forest" type and the Road Logs? Or any other kind?*

We suggest that a reliable method be devised by the Branch of Public Relations of estimating the use made of Forest Service publications by the various classes of people whom they are designed to serve. For example, a return coupon might be attached to press releases and similar publications requesting statements as to the manner of their use, whether they are sat-



isfactory, and if not, suggestions for improvement. Some such method as this might give fairly trustworthy returns on which to base an estimate of the comparative value of the different classes of publications. The actual users of the publications are the best judges of their usefulness. An opinion of their value based simply on the personal judgment of the members of this committee unassisted by some such statistics would be of doubtful value.

*b. Are our forest map folders as now issued satisfactory to the public? What improvements in them can be suggested?*

Our forest map folders are generally satisfactory to the public. Some criticism by the public that the use of larger, heavy type of lettering has resulted in obscuring important details appears to be justified. More attention to drafting details would result in improvement. This committee believes the superior heavy white paper should be used in this type of publications as resulting in better pictures and clearer printing.

We favor the continuance of the use of the National Forest base maps for the maps in our information folders rather than sketch maps.

*c. Can we improve our State Road Map folders? In what way? What system of distribution of these is made by Forests? What is the best method of distribution?*

The present folder can be improved. We suggest the following:

- (1) Illogical or incorrect arrangement of columns in folding, in some cases, should be remedied.
- (2) The written material should be submitted to the forests for review.
- (3) "Smokers Codes" and "Good Manners" should always be set in heavy box.
- (4) Incorrect mileages—maps should be made clearer as to points between which distances are given.
- (5) Supervisors are depended on to check carefully and correct distances on blue prints of road maps sent them by EM.

Distribution should be limited to real demand. No set method should be prescribed but this should be left to the forests to work out in a manner that best fits local conditions.

*d. Do field officers give enough thought to a proper and wise distribution of our publicity material, which represents considerable time and effort in preparation and printing? Is any kind of an annual check on this advisable?*

The committee believes that all the usual channels of distribution have been utilized and that the greatest portion of printed material sent out has reached the proper destination. It also believes that full consideration has been given to the distribution of publicity material, especially of the map folder type. It is further believed that the Administrative Audit takes care of the need for a check of distribution as far as the Regional Office is concerned.

*e. How should printed material for the public be made available to the public in a Supervisor's office? In a Ranger's office?*

Our first objective in the distribution of our printed material should be

to create a desire for this material. Indiscriminate and careless passing out of maps, pamphlets, etc., will cheapen them in the eyes of the public and should be avoided. On the other hand the material should be made available to the public so that those wishing to secure it can do so conveniently.

Some forest officers have endeavored, with considerable success, to create a demand for certain types of material by sending copies to a selected list of individuals before there was any general distribution to the public. The persons selected were key men or ones who were interested in the particular kind of material sent to them. At the same time a short letter often was sent in which the map or bulletin was discussed briefly and mention made of the individual's interest in that particular thing.

The issuance of camp fire permits and maps creates an opportunity to arouse interest in material which we wish to distribute. A few well chosen words at the right time often will result in a caller asking for the latter, or will give the proper opening for the forest officer to pass out such fire prevention leaflets, or other material, as the occasion warrants.

The committee feels that there should be an inexpensive rack or table in each Supervisor's office, and in most Ranger's offices to be used for displaying Forest Service fire prevention leaflets, certain bulletins, information folders, road maps, smoker's code and the like. The table or rack should be conspicuous enough to attract the attention of each caller and arouse the curiosity of those who may have to wait in the office for any reason.

#### COMMENT:

Approved. Most of the distribution of publications by the R. O. is indirect, that is, publications are mailed out either on specific request or to special mailing lists. The coupon idea suggested above might be tried as an experiment. The index of value of our press releases is their actual use by newspapers. We know that oftentimes releases are used, almost unchanged, as editorials. Clippings received from the field are a partial index. We could (1) subscribe to a press clipping bureau for a month or so to get a better index as to use, or better (2) send a questionnaire to all papers on our press list, asking for criticism, suggestions, etc. With map folders, road maps, leaflets, etc., it is not so easy to get public reactions. The fact that approximately 400,000 copies of R-6 Forest map folders and 350,000 copies of our road maps have been distributed in the past 10 years, is indication that the public wants them; in what way the public thinks these might be improved and made more useful is more difficult to get. The R. O. will attempt to secure some such check, however.

If the public knows that such and such material is available, our experience has been that a large number will want it; we *must* inform them as to *what* we have, and this *must* be done in a systematic and orderly manner.

C. J. B.

TOPIC 6. *Individual but especially organized appeals from the Supervisor to the Regional Forester mean that the local force is unable to handle a certain situation. Appeals from the Regional Forester to the Forester, or from the Forester to the Secretary likewise indicate that the office appealed from is unable to handle its own affairs. This failure is sometimes due to lack of either general or concentrated PR work. Specific cases but more particularly general or organized complaints can ordinarily be foreseen by sagacious Forest officers. Such situations cry out for general and concentrated attention. What can be done to develop our perspicacity and energetic attention to problems of this character?*

The committee is of the opinion that the direct question in subject No. 6 is a vital one to each administrative officer in the Forest Service and particularly to supervisors and district rangers. Before attempting to answer this question the committee wishes to question the accuracy of the statement that appeals to a superior officer means that the subordinate officer is unable to handle a certain situation, particularly because appeals and complaints are both under consideration.

An appeal should be considered to be indicative of an officer's inability to handle a situation only when the formal procedure as given in Regulation A-10 has been followed by the appellant. This means that the officer who rendered the just decision would receive a written request for reconsideration of his decision or a notice of appeal before the case was carried to a superior officer.

In a large number of the cases which have been classed as appeals or complaints the officer, against whom the complaint is made or whose decision caused the appeal, is unaware that an appeal or complaint has been made until he receives a copy of the appeal or complaint, which has been forwarded to him from the Regional Office, or the Forester's office or, through both of these offices from a senator or representative.

Under such conditions the Forest officer who is most concerned may be totally unaware of the fact that there is a situation demanding his attention, especially in the case of initial complaints or appeal. Several cases among those brought to the attention of this committee were of this kind.

Possibly the Forester's office or the Regional Office could curb the practice of appellants and complainants writing direct to these officers if the writers were notified more definitely than they are at present that appeals would have to be handled in accordance with the regulation governing such procedure.

Complaints do not necessarily constitute appeals, nor are they necessarily subject to the appeals procedure but they frequently are so lacking in clear-cut, definite statements of fact that the officer receiving them should require that the complainant should submit more concrete evidence before action is taken or the matter referred to the offices involved. This has not been asked to reply to complaints in which insulting language, vindictiveness and exaggerated charges were sufficient proof that the letters had emanated from distorted minds or chronic kickers. always been done by superior officers, and the supervisors sometimes have

Possibly it is desirable, for various reasons, for a superior officer to act as a shock absorber in such cases but in doing so he is apt to encourage

the practice of appellants and complainants going over the head of the local officers.

The above statements do not constitute an alibi for anyone but are intended to explain the committee's reaction to the statement in topic No. 6.

One of the best ways in which to prevent appeals and complaints from originating is for each Forest officer to make certain that he is conforming to the regulations and instructions governing a case before he makes a decision.

If his decision obviously is unsatisfactory to the individual concerned the Forest officer should make it a point to explain carefully the regulations or instructions which governed his action. If this fails to satisfy and it is very apparent that the individual is going to press the matter further, the Forest officer could even suggest that he would be willing to secure the opinion of a superior officer on the case before he puts his decision into effect permanently. If this is not productive of the desired results the Forest officer should explain the procedure which would have to be followed if an appeal from his decision was made.

If the Forest officer's reputation for "fair play" is unquestionable and the man with whom he is dealing is at all reasonable, such a line of action should be adequate to stave off an appeal.

On the other hand if he is dealing with a man of the aggressive, bull-headed type or one who is in the habit of dealing only with the "boss", an appeal might be averted if the aggressive one is convinced that each party will have equal opportunity to present his side of the case to the "boss" in the event of an appeal.

On almost every forest chronic sore spots exist. It is not necessary to enumerate them other than to state that they range from persons who have real cause for complaint to those to whom a controversy is a pleasant pastime or who feel that they will gain prestige in the community by writing periodical complaints to their senator or even the President:

It is not a hopeless task to deal even with the latter, for there are numerous instances in which forest officers, and particularly forest rangers have cured such sore spots through fair dealing, tact, diplomacy and keenness in searching for and working on vulnerable spots.

The committee wishes to emphasize the value of a record of each individual who constitutes a sore spot or a probable source of trouble on or near each Forest. The record should be complete enough to give the ranger and supervisor sufficient information to enable both officers to plan a solution of the problem of winning over such individuals or counteracting any detrimental influence they may have in the community. The same would be applicable to organization also.

It might be well worth while to assign certain men on a Forest to quietly work on certain "sore spots", but with the time available the most important thing for each of us to do along this line is to be continuously on the alert to take advantage of the psychological moment, which will come sooner or later, to do some effective PR work when the circumstances are most favorable. This may seem far-fetched and idealistic, but it has worked successfully in the past, often without any premeditated plan. Sometimes an



outsider can be worked in to the case to good advantage.

According to the best information obtainable on short notice there have been 40 appeals and complaints involving Region 6 during the last five years. The actual number probably is considerably in excess of forty. Lands cases headed the list with 9 and grazing was low with 3, but out of 11 cases which involved more than one Forest activity, 7 concerned grazing to some extent. All activities were well represented, however.

Some of the cases were clearly preventable. Some should have been foreseen and headed off; some were chronic kickers, half-wits, and "nuts", or bull-headed individuals; some were justifiable in part, and many were due to selfish interests.

All of them caused more or less embarrassment and a few caused a large amount of work and considerable expense on the part of the Forest Service and it is apparent that considerable attention and time devoted to the job of preventing these would have been justified. However, in justice to the forest officers concerned, it should be stated that sometimes an appeal seems to be the best method of clarifying an issue to the satisfaction of everyone and heading it off would have only served to defer the day of reckoning (at compound interest).

Time does not permit of further discussion of these cases except for an added statement that a very low percentage of the appeals and complaints of record involved charges of personal misconduct. This is gratifying and bears out the claim of one of the Region 6 branch chiefs that "the efficiency, and the high moral and personal standing of the Forest officer as a public citizen in his community is often the most effective deterrent to complaints". In this we concur.

#### COMMENT:

Aproved as a whole. This is an excellent analysis of a difficult subject. This matter of complaints, appeals, and petitions is most important and troublesome one, and one to which we need to give more thought.

C. J. B.

#### TOPIC 7. LOCAL FORESTRY COMMITTEES:

a. *How many forestry committees (in local chambers of commerce) are there in R-6? Is this enough? Is there a place for them in each Supervisor's headquarters town?*

b. *Are these committees functioning? If not, why do they not work?*

c. *Do Supervisors and Rangers realize the real value of such committees in helping us solve many of our local forestry problems (both State and Federal)?*

We believe that forestry committees in local chambers of commerce or other organizations or other organized bodies are well worthwhile and wish to give endorsement to this type of Public Relations contact. For example we recognize that local Forest officers many times need the help and advice of the better citizenship on questions vital to forestry. Often-times a forestry committee whose personnel has been wisely chosen can be of genuine value in determining the attitude of the local population and through committee members either individually or collectively (if they have

been properly informed in reference to forestry matters), can reach certain people that the Forest officer cannot. In other words, the forestry committee should be made up of men who are interested in forestry in a broad sense and who will heartily cooperate with Forest officers in advancing the cause of forestry.

There are now 24 forestry committees in R-6. We believe that this number should be increased as opportunity affords. We feel that as a minimum there should be a forestry committee at each Supervisor's headquarters town and on many Forests additional committees would be an asset. Each supervisor and ranger should seriously consider this matter and if a ranger district is so situated that the ranger comes in contact with a local chamber of commerce, grange, or other similar organized body, a forestry committee ordinarily would be fully justified.

If local committees now in existence are not functioning, it may be because the ranger or supervisor does not give them sufficient consideration or work to do. We urge that wherever such committees exist or are formed the local forest officer make it a point to at least keep such committees informed as to local, state and national forestry problems, and if possible give them real constructive work to do. An effort should be made to give these committees the viewpoint that they have a part and responsibility in (a) molding desirable public sentiment (b) in heading off local complaint, criticism and appeals that may be detrimental. (c) in assisting in local forest fire prevention drives, (d) taking the lead in forming desirable forestry legislation, (e) sponsoring 4-H forestry club work and the like, (f) sponsoring organized community fire-fighting units, etc.

It is our opinion that we are not taking full advantage of forest committee possibilities and we recommend and urge that more thought and energy be given to them. To help keep these committees interested and alive, we urge that the Regional office supply any special information from time to time that may help in this respect, particularly anything that would have a direct local application.

In connection with this we feel that the Forester's office should keep the Regional office, and through it the supervisors, informed relative to federal legislation affecting the Forest Service and forestry in general so that Forest officers will be kept up to date relative to such matters. In this Region the Regional office has endeavored to keep the field organization posted in this respect and this has been of real value to the local officers.

Proposed legislation often is not known or understood by people and organizations who may have a real interest in it. Forest officers usually are recognized as authorities in matters pertaining to forestry and it is embarrassing to them, as well as poor P. R., if they are unable to answer questions relative to legislation pertaining to their profession. It should be understood that this does not infer that Forest officers should, or will, use such information contrary to the laws pertaining to political activity.

COMMENT:

Approved. The Regional Office will try out the suggestion in the last 2 paragraphs. C. J. B.



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